THE SURVEY

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SO THEY SAY

It has always been a race between education and catastrophe.—*H. G. Wells.*

There never has been a use surplus, only a price surplus.—*Henry Ford in New York Times.*

The past year has not been propitious to poets.—*Prof. Allen Abbott, Columbia University.*

In a rapidly changing world wisdom cannot consist of mere adherence to tradition.—*Bertrand Russell, England.*

The ideal of social justice is one of the few ideals that is not being deflated.—*Frances Perkins, secretary of labor.*

Hell hath no fury like a professor whose theories are assailed.—*Rexford G. Tugwell, assistant secretary of agriculture.*

We attempt to punish more crimes than any other civilized country in the world.—*Sanford Bates, U S Bureau of Prisons.*

The state gives the law and does not like to have a gift ass looked in the mouth.—*Collin Brooks in Our Present Discontents.*

The frontier is gone. We've got to make our fight for economic justice right where we stand.—*Senator Joseph C. O'Mahoney, Wyoming.*

No business can be called really successful which has at the bottom workers who are not able to live decently and happily.—*Mrs. Franklin D. Roosevelt.*

Contaminated leisure is more dangerous to youth than contaminated water or milk.—*Bascom Johnson and Paul M. Kinsie in Journal of Social Hygiene.*

Children, in the sunrise of life, are having too much interpretation of life from those in its sunset.—*David C. Adie, New York State commissioner of social welfare.*

This is the first time in the history of American housing that we are going out to clear slums and not to make money.—*Langdon Post, tenement-house commissioner, New York.*

The lecture system as a means of communicating facts should have been dispensed with when the art of printing was invented.—*Nicholas Murray Butler, president, Columbia University.*

It is necessary to realize that a great public event like war does not take place until it has been fully prepared in the inner realm of thought and feeling.—*Horace Holley in World Unity.*

On January 24, 1848, gold was discovered in California. Where we would be without gold it is difficult to say, but that's where we are anyway.—*FPA's Almanack, Cosmopolitan Magazine.*

The criminal that lands in the jails and the prisons is a retail dealer in social harm and in fact, in many instances, has done no social harm whatsoever.—*Dr. Abraham Myerson, Boston.*

To the American a revolution is like a surgical operation. When it lies in the future it is dreaded, when it is successfully past it becomes an object for celebration.—*William F. Russell, dean, Teachers College, New York.*

More of public social work would be well done if social workers joined in the effort to put it under civil service, and to eliminate residence requirements and gave it cooperation without trying to dominate it.—*Stuart A. Queen, Washington University, St. Louis.*

There is no more pitiful reflection than the fact that it takes so little to help the young grow up with right standards of conduct, so little to prevent the juvenile delinquency which is often the apprenticeship for adult crime.—*Lillian D. Wald in Atlantic Monthly.*

All too many voluntary efforts in a law-enforcement and protective program are completely wasted for lack of intelligence and courage and continuity on the part of the groups that enthusiastically launch them and then go on to other things.—*Jessie E. Binford, Juvenile Protective Association, Chicago.*

I wish that you and other distinguished men of science and letters would get down into the sawdust with me and govern this thing in the day-to-day tussle of actual experience instead of standing aside and conjecturing results on purely academic considerations.—*General Hugh S. Johnson, NRA, to President A. Lawrence Lowell, Harvard University.*

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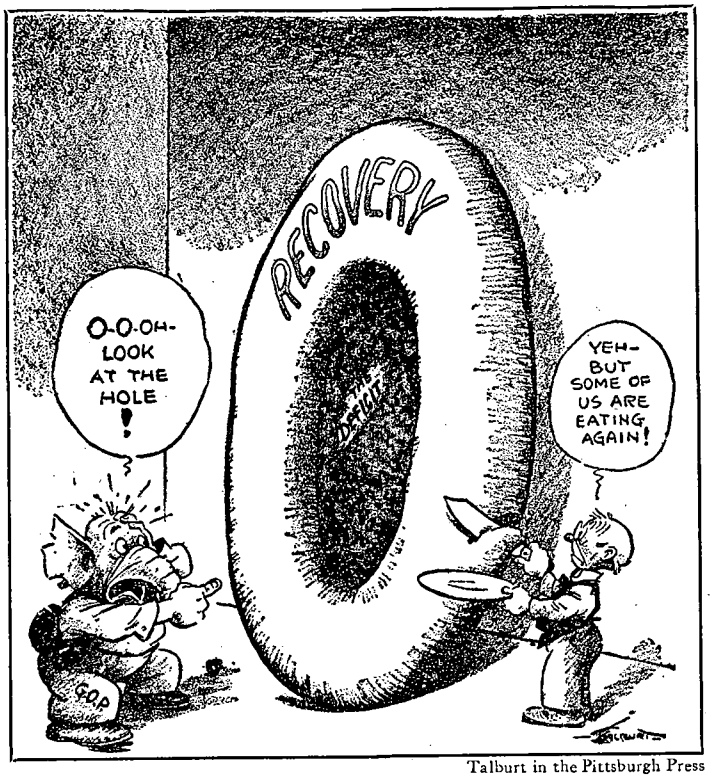
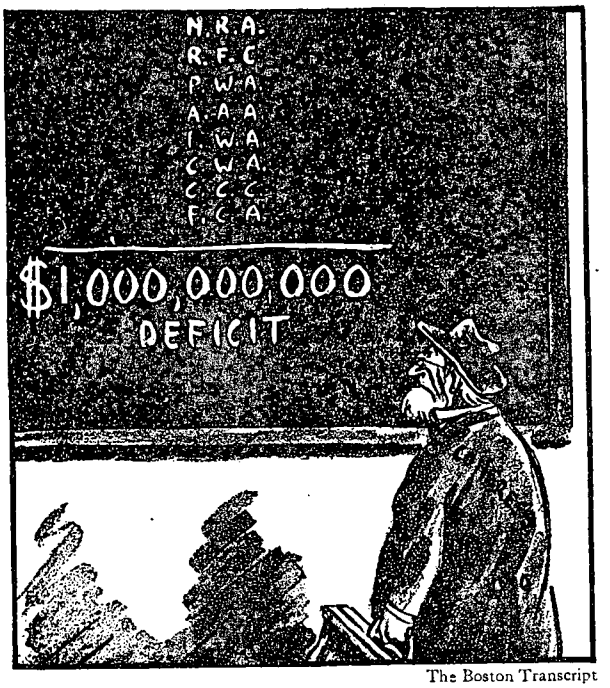


Talburt in the Pittsburgh Press

After all, there are two ways of looking at a doughnut!

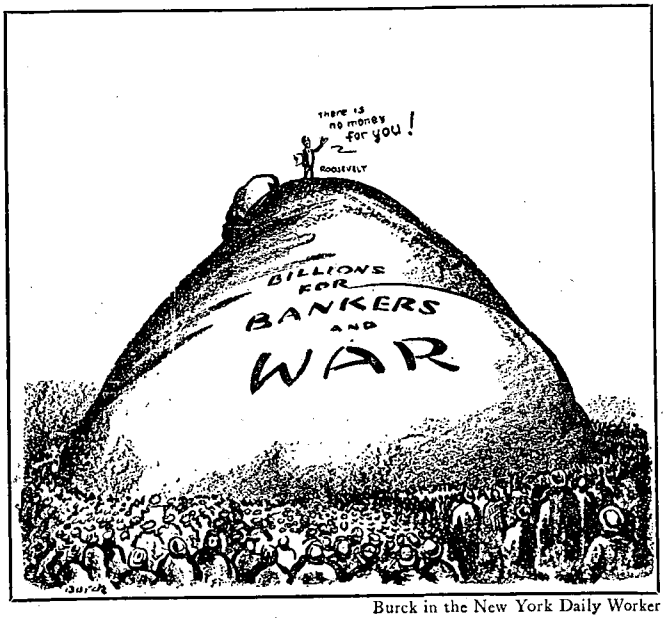


The Boston Transcript

Now to abbreviate THAT!

Doyle in the New York Evening Post

Now she wants to kill the dog to get rid of the fleas



Burck in the New York Daily Worker

The Sermon on the Mount

Where three or four are gathered together, these days, there are as many varying points of view. Vast spending projects are a good thing—and they are the sure road to the national poorhouse. Because the CWA is the recovery spending agency that is putting money straight into business, the New York Evening Post (liberal) is against any curtailment, and the New York Daily Worker (Communist) wants a job for everyone who registered for CWA, regardless of expense. You pays your taxes and you takes your choice

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THE SURVEY

February
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Volume LXX
No. 2

An End to Civil Works

By RUSSELL H. KURTZ
Charity Organization Department, Russell Sage Foundation

THE news that Civil Works is likely to be discontinued by the first of May has given the country a bad jolt. When the plan was projected last November, we Americans unitedly marveled at its audacity. As it was put into action, meeting each step in its impossible schedule right on the dot, we applauded its execution. We were sure that such a popular measure would command all the financial support from our government that it needed to keep it going full force, if not actually to extend its provisions, until other forms of employment would crowd it out of the national scene. We saw in it an expression of governmental acceptance of responsibility for job-security, a dynamic form of unemployment insurance.

The question of where the money was coming from kept bobbing up, but we persistently ignored it. New Deal financial magic would take care of that, we told ourselves. Wishfully thinking ourselves away from the sordid theme of relief, we saw a bright vista stretching ahead to a land where every man who wanted a job would have one; if not in industry, then in government service. But we have had a rude awakening.

The return to realism puts everything back into the old, familiar perspective where Relief stands glowering in the foreground, shadowing the other figures of the Recovery group. Public Works is there, and Business and Farm Employment; but as Civil Works prepares to lay down its burden of the Four Million, we seem to see that it is Relief which strains forward to pick it up.

The President attempts to allay our fears on this score. With the nation clamoring in protest against discontinuance of Civil Works and with Congress eager to appropriate funds so that it may go on, he has asked us to recall that Civil Works when formed last November, was for an emergency of less than three months. He is agreeing now to extend that term to five. He asks us to consider the cost of keeping the program going and whether, after all, we are ready as a nation to meet it. He assures us of his confident belief that those other giant figures, Public Works and Business and Farm Employment, will step forward and take over the tremendous burden of the Four Million, as Civil Works prepares to give it up. We try hard to believe that this will happen. But after four years of depression it is difficult to be optimistic about the possibility of this happening so rapidly.

Yet the decision has been reached and we must make the best of it. Unless there is a change of heart, Civil Works will begin to demobilize, to taper off, shortly after this appears in print. Five hundred thousand men will be cut adrift each week. By May 1 the books will be closed.

The interim retrenchment in working-hours, that sharp dip in the curve which began on January 19 and which is to last to mid-February in order that the first appropriation may stretch through the original budgeted period, will soon be over. Then the demobilization program will be resumed with full crews working full hours, but the numbers of men will be reduced until the end comes in May. Congress is being asked to provide several hundred million dollars for this clean-up job.

PROBABLY few men ever have had a more distasteful task to perform than fell to Mr. Hopkins' lot in that fateful third week in January. Ever since he had taken up the office of relief administrator he had enjoyed the growing admiration and confidence of the country, won by a rare display of courage in the face of obstacles, and vision in the execution of his job. He had built up a marvelous

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press. He had put Civil Works across in the time that it usually takes for a government agency to make up its mind to undertake a project of that magnitude. But the very qualities of speed and daring which had made these results possible carried their own penalty. The huge CWA organism, forced into such rapid growth, continued to expand by its own momentum and went beyond the budget limits that had been set for it. Performance outstripped planning, and measurement trailed along behind. Average weekly wages, weighted by an unforeseen use of skilled labor and white-collar workers, crept up above the estimated $12 per man per week which lay at the cornerstone of the budget. Commitments for materials started to get out of hand. By the middle of January, these facts began to show up and demanded quick action. Either more money would have to be found to carry the project forward to the middle of February as scheduled, or immediate retrenchment would become necessary. Mr. Hopkins threw into the breach what he could spare from his FERA relief funds and looked about for more. He was unsuccessful in finding it. Retrenchment was the only way out.

The state Civil Works' administrations were instructed on January 18 to reduce hours sharply and at once. In the small towns and rural sections, fifteen hours became the new maximum. In the larger centers, the thirty-hour week was cut to twenty-four hours.

It was as a byproduct to the news of this development that the country learned that Civil Works was doomed to an ultimate and early death. In its reaction over the temporary cut, the public displayed a sanguine confidence that the retrenchment was little more than a ruse to stir the nation into active support of the plan so that refinancing could go forward without hindrance. This illusion persisted for several days and was only dispelled by repeated declarations from the President that the project was definitely coming to an end. Then, for the first time, did the public realize that Civil Works was through, at least for the present.

Waves of protest rolled in upon the White House, the Capitol and the Relief Administration, but in vain. The President has remained adamant in his reiterated conviction that with the coming of spring the load can be successfully shifted over to the shoulders of orthodox public works and rejuvenated private employment.

THERE has been a disposition on the part of the press and certain other competent observers to read a variety of meanings into this action. One school sees in it the ascendancy of the balanced-budget group in the inner councils at the White House. Another thinks that it is the President's answer to the employers who have showered criticism upon the Civil Works wage-scale. Still another group believes that he feared the growing tendency on the part of petty local politicians to make a job grab-bag of CWA to the point that a national scandal might ensue. "The administration found that it had a bear by the tail," was a comment frequently heard.

It cannot be denied that there is considerable evidence in support of all these interpretations and it is particularly probable that the factors of employer-protest and local political interference may have weighed heavily in the decision to end the program. But the fact remains that the administration's position has been consistent throughout: Civil Works was conceived as a temporary measure, and it has fulfilled its purpose, as the instruments of Recovery are now, or soon should be, ready to relieve it. Therefore, let it go.

Protest over the wage-scale and the attraction that Civil Works' jobs had for common labor, particularly in the rural South, was of major importance and resulted in a serious crippling of the CWA structure even before the financial crisis was reached. The pressure to lower the scale came from friends as well as political enemies of the administration. Mr. Hopkins resisted it as long as he could, but his defense that PWA scales must be observed because his funds came from that body, wore thin and finally gave way. Three days before the retrenchment order went out, he was obliged to yield on this point. States were authorized to allow staggered employment in their rural sections, cutting the hours per man from thirty to fifteen and adding a second crew to alternate with the first. This meant, in the southern states, Civil Works' wages of six dollars a week for the great mass of the workers—much more, it is true, than the relief allowances in that region, but a serious compromise with the basic Civil Works' principle of "real work at real wages." Thus the structure had begun to crumble from within even before its demolition had been ordered.

The charges of irregularity in local administration were also growing more prevalent, occasioning grave concern as they accumulated. From all parts of the country came rumors of political interference with selection of men for CWA jobs and allegations of impropriety in the choice of projects and fraud in their execution. Since they were received from members of both political parties in the same area it was perfectly obvious that many of these charges were imaginary and rooted in the disappointment felt by unsuccessful applicants. Complaints of racketeering by local labor leaders and by "kick-back" men were multiplying. Some of these various charges were substantiated by sufficient evidence to warrant thoroughgoing investigations, and special agents were sent into a number of communities a week or more before the cut in the CWA program was ordered. Later the Public Works Administration was instructed to make a sweeping check-up of the whole operation and a number of changes in personnel occurred. The press, seething with news bearing on CWA discontinuance, showed an unfortunate disposition for a few days to try this "fraud" issue in its columns, but as this is written, no startling revelations have occurred and other news has begun to crowd CWA items off the front page.

THERE has never been any conflict between the Public Works Administration and the Civil Works Administration as organizations or between the men that headed them, but there has been an essential conflict between their techniques. The PWA envisages its task as a slow, plodding program leading toward adequately safeguarded large-scale public employment provided through contracts carefully drawn. Every step is taken cautiously. The engineering, financial, legal, social and accounting aspects of each project are thoroughly checked. The CWA, on the other hand, was devised to create jobs which were critically needed during the period required by PWA to bring its slower processes to fruition. Speed, therefore, was essential in the latter plan. From the point of view of national government, the PWA method is vastly superior to the other except in an acute emergency. The logic of swinging from CWA to PWA at the right time is clear. By reverse reasoning, may we not expect that should another crisis occur similar to

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that which faced us last November, Civil Works might be revived and brought to the fore again?

The President has given informal assurance that such a revival might occur. In his request for a two-way relief appropriation of $950 million to cover the demobilization of Civil Works this spring and to finance FERA relief needs from February forward, he indicated that he had not relinquished his preference for employment over direct relief. If Recovery and Public Works fail to take up the slack by fall, it seems highly probable that some sort of emergency federal hiring may again be undertaken.

Relief workers are still too close to the upsetting events of the past few weeks and are seeing too many ghosts in their immediate future to be inclined to look ten or eleven months ahead for trouble. But after the proposed demobilization process is complete and they have taken stock of the wreckage which they will then have on their hands, they may be expected to voice their opinions as to the safeguards needed before relief employment is again undertaken. That they will want such employment resumed if the load of their able-bodied relief recipients remains large, almost goes without saying. What their attitude will be toward wage-scales, staggered employment, the basis of selection and kindred matters will undoubtedly be determined as much by what happens in the forthcoming demobilization period as by what they have learned in the past three months. In this case the many sequels to the past winter's experience with Civil Works will probably be fully as informing as the experience itself.

For if it develops in the course of liquidating the present program, that we have made several million new relief cases in the past three months; if it appears that the reaction from the disappointment of being cut off from jobs that seemed permanent has plunged the unemployed to new depths of despair; if serious administrative weaknesses are revealed in the course of the check-up just started, then it is likely that some major changes will be recommended before emergency relief work on such a large scale is started again.

Take, for example, the matter of the selection of workers. The original plan called for the automatic transfer of two million from relief and the assignment of another two million from the rolls of the unemployed at large. The National Reemployment Service registered the latter group and piled up a total of applicants so large that less than one out of four ever got called for a CWA job. The disappointment of being left out in the cold made bitter critics of many of them and drove others to the intake offices of the relief agencies in the hope that this step would assist them in getting jobs. In a number of cities the relief load went up in the face of Civil Works' hiring, Detroit and Pittsburgh being cases in point. The only real answer to this problem, of course, is a work program great enough to provide jobs for all comers.

Another phase of this same troublesome question was the public's reaction to the provision that no means test should be applied to the selection of the second two million. It must be agreed that good statesmanship was shown in arriving at this policy for not only did it serve the man "on the edge" of relief but it acted as a safeguard against a mad rush to the relief agencies. But the general public could not seem to keep straight in its understanding of this policy for five minutes at a time; it insisted on thinking of Civil Works as relief and on criticizing placement of men who did not give visible evidence of being in dire need. The county offices of the National Reemployment Service found this to be a most vexing situation but pursued a realistic course in dealing with it. Backed by their lay local boards, they followed a policy laid down at Washington: "When in doubt, assign those persons whose employment will be of the most advantage to the community." Even so, Smith, supported by his neighbors, was sure that he needed CWA employment more than Jones in countless thousands of instances.

In the liquidation process just ahead there are indications that the determination of who shall be laid off first and who kept on to the last will probably be made on a basis of relative need.

WHEN an effort is made to evaluate the success of CWA in devising projects that afforded a wide variety of occupation and a maximum of social value to the community, it is easy to become immoderately enthusiastic over some of the results achieved. The story of the draining of thousands of acres of swamp-land, the laying of miles of sanitary sewers, the building of unnumbered playgrounds, recreation centers and swimming-pools, is a saga in itself. There can be no doubt that a decided advance was registered in the American environment during these winter months and that much greater things were ahead had not the program been stopped. One contemplates the termination of many of these projects with keen disappointment. Will a way be found to continue the best of them under local auspices as a form of work relief? As this is written, it is too early to tell.

Civil Works Service too has been developed with imagination and vigor, not feeling the restraint on type of project which was laid upon Civil Works proper by the rules of the Public Works administration. The roster of fields in which CWS has extended its operations is almost as long as the list of professions and public-service agencies (see Civil Works for the Professional, page 55). As a matter of fact it has pushed its program so far that it has recently been in danger of establishing a vicious circle within many of these areas. Thoughtful persons have increasingly questioned the end result of this process by which playground directors, for example, are forced to leave their professional posts through local retrenchment and are returned to them as CWS employes. They ask whether it would not be better frankly to subsidize the established departments so that the regular workers may remain there in their proper professional status.

Civil Works, in the very nature of the case, was beset by administrative problems other than those already discussed. The task of providing tools in sufficient quantities; the need for attaining reasonable labor efficiency; the review of discharges and transfers; the physical protection of the workers on the job; payroll and pay-off difficulties: these were details that came to loom as major problems when projected against the employment of 4 million men and women on thousands of widely scattered projects. They were dealt with in business-like fashion and, except for a few local bunglings, were quickly reduced to workable terms.

In the sickness of heart with which the sponsors of Civil Works have watched their structure brought to earth, they have not adequately refuted the charge of fair-weather friends that "it was something of a flop." Despite its faults and its difficulties, it was a grand adventure. It gave America a lift when she badly needed it.

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1000 Delinquent Boys

First Findings of the Harvard Law School's Survey of Crime

By RICHARD C. CABOT, M.D.
Professor of Social Ethics, Harvard University

THIS is Volume I of the Harvard Law School's Survey of Crime and Criminal Justice in Boston.[1] The Gluecks studied one thousand boys (average age thirteen years, five months) who had been referred by Judge Cabot of the Boston Juvenile Court to Dr. Healy and Dr. Bronner of the Judge Baker Foundation between 1917 and 1922. After receiving their advice the judge then decided the treatment, usually probation, placing out or a "reform school." Five years after this treatment was supposed to be finished the Gluecks *located 923 of the 1000 boys (an extraordinary feat!) and found that 88.2 percent of them had, during these five years, continued their delinquency and that seven tenths of them had been arrested an average of 3.6 times each.* Two thirds of them had been sentenced for serious crimes, largely felonies; in other words, after treatment they were as bad as before or worse.

Here we have the main result of this study—an appallingly complete and costly failure, a stupendous waste of time, money and effort in an attempt to check delinquency. I knew these facts when at Minneapolis in 1931 I challenged the social workers of the country to show that their work was worth while. The Gluecks had done their work before that but I was not authorized to describe it in advance of the book now before us.

Why did this failure of the Boston Juvenile Court and the Judge Baker Foundation occur? Not for lack of intelligent devotion by Judge Cabot, nor for want of expert psychiatric diagnosis by Drs. Healy and Bronner. I doubt if such a group of high-minded, devoted and psychiatrically expert workers can be found anywhere in this country. But I also doubt whether with the human material on which they worked and *with the methods they used*, any better results could have been achieved. Presumably these thousand boys were no worse than any other thousand delinquent boys in New York or Chicago. Their personalities were studied by expert psychiatric procedures and treated by the methods most in vogue elsewhere today—probation, placing out, and institutional correction. What the book proves is that these methods will not reform young delinquent boys, unless the methods themselves are reformed,—perhaps not even then.

It has yet to be shown that it is not a waste of time and money to try to reform juvenile delinquents emerging in their thirteenth year from a background of "social inadequacy, unwholesome psychological atmosphere, poor heredity, low moral standards and family criminality," such as the Gluecks found behind their one thousand unfortunate youngsters. Certainly one ideal juvenile-court judge and two expert and widely experienced psychiatrists with their corps of assistants cannot do it *so long as diagnosis and treatment are in separate hands.* These noble people, handicapped as they were then and as their successors are today, with this hopelessly unscientific and inefficient technique, are bound to fail in the future as they have in the past, until they cease to divorce responsibility for diagnosis from responsibility for treatment. The unfortunate delinquent is passed on from police or parent to history-taker, to psychiatrist, to juvenile-court judge (with the psychiatrist's recommendations) and then from the judge to the probation officer, foster-parent or correctional institution. The psychiatrist perhaps has won the boy's confidence, a priceless treasure, which of course ought to be capitalized in authority and insight for treatment, instead of which he tries to pass this on to the judge. Not even the boy's "own story" goes to the judge ordinarily. The judge then wins again a moiety of the boy's confidence, gets for the instant a little grip upon his personality, and then again passes him on altogether out of his own jurisdiction with recommendations which may or may not be carried out, and which in the course of affairs he ordinarily has no time and no habit of following up. If the boy goes to an institution he is sent there for a certain purpose and to achieve a certain object, but it is almost impossible for that purpose to be conveyed adequately by the judge to those in charge of the institution and even if it is, the persons on whom depends perhaps the most important point in his treatment, namely how long he is to stay in the institution, are another group still, the Parole Board. To them finally his fortunes are passed on.

NOW at every step in this series of transfers there is lost motion and waste effort. In the Gluecks' series it was often obvious that the psychiatrists had not conveyed to the judge the reasons for their recommendations. The judge then rejected those recommendations and carried out another plan; but he did not pass back to the psychiatrists his reasons for so doing. And when the boy was transferred, perhaps to the Children's Aid Society to be placed in a foster-home, what fraction of the intimate knowledge of that boy, derived from his parents, from the psychiatrist's knowledge, from the judge's often poignant interview with him, and from the probation officer's intimate association, what proportion of all this was transferred to those who have to carry out the treatment? Of course only a small fraction. It is preposterous to suppose that anything but failure can result, as it has in the cases described in this book.

It reminds me of the old times at the Massachusetts General Hospital when looking over the records of some years back I found a patient at the head of whose record was written the diagnosis, "Neurasthenia, nervous prostration." Nothing unusual about that. But at the end of the record was written the word, "Died." That startled me and I consulted the post mortem record in a far-off room within the hospital grounds, the pathologist's office. There I found that the post mortem had revealed cancer of the pleura as the cause of death. Those two sets of people, the clinicians and the pathologists, were then almost isolated from each other, and so learned almost nothing from each other. "Barbarous state of things!" we say. Yes, but that is just where we are

[1] ONE THOUSAND JUVENILE DELINQUENTS, *by Sheldon Glueck and Eleanor T. Glueck, Introduction by Felix Frankfurter. Harvard University Press, 1934. 350 pp. Price $3.50 postpaid of The Survey.*

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still in the matter of the diagnosis and eventual fate of delinquent boys. The psychiatrists and judges on whom falls the duty of diagnosis and of decision about the boys' future do not know how that future actually turns out. It has remained for the Gluecks to put together what the psychiatric clinicians expected and planned and what the pathologist—time—actually revealed in the cases of these unfortunate children.

A doctor who pays no attention to his "end-results," who does not know whether the medicines that he gives and the operations that he performs do good or harm, is unfortunately not a great rarity among us still, but he is not as common as he used to be and he is ashamed of himself. The judges and psychiatrists attached to such a court as the Boston Juvenile Court are just where the medical profession used to be. They go on passing out diagnoses and decisions without taking sufficient time to find out whether their prescriptions have benefited or harmed the patient. They are fearfully busy, of course, but have they any right to be so busy that they do not know whether their work is having a good effect or a bad effect or no effect at all in the fortunes of delinquent boys? Far better deal with fewer cases. Since their efforts are often useless, as this book shows, it will not be anything terrible if some delinquent boys go altogether without the benefit of these efforts. Then on a few the efforts could be effective.

SUPPOSE all the diagnostic and therapeutic influences concerned with the delinquent boys were united under a single Ministry of Justice, so that psychiatrists, judges, probation officers, foster-parents, heads of institutions and parole boards all worked together under a common plan and in view of the same state of facts about their boys. Suppose, in other words, that we had cured the obvious diseases of method now so clearly to be seen in the work of the Boston Juvenile Court and the Judge Baker Foundation. Could we then hope to reform a large proportion of these boys? If we cease to make these obvious blunders can we hope to retrieve the wreck of these lives? I do not think we know enough to answer yes.

I have already indicated something of the social background out of which these thousand boys emerged. What of the human material in them when they came before the Boston Juvenile Court? Forty-one percent of them were normal-minded, 13 percent feebleminded, the remainder border-line cases or dull. Three fourths of them had been retarded one year or more in school. Four fifths of them were already in industry, half of them in street trades. Sixty-three percent of them had been delinquent before they reached the Boston Juvenile Court, and, most important of all, *95 percent of them had been known to be misbehaving in school or at home in ways that would predict their careers to any one familiar with juvenile delinquency.* It could have been known to be more than probable that they would turn out thieves, as most of them did.

With such human material coming out of such a social background, could even an ideal procedure of diagnosis and treatment accomplish reformation? We shall not know until we have tried. But in such boys we can at any rate make certain distinctions such as the Gluecks have drawn up in the shape of *factors of prediction.* As a result of their studies of these thousand children they are able to tell us:

(a) If the delinquent boy has had *good paternal discipline* at home he becomes a recidivist after juvenile-court treatment in only 54 percent of cases, while if has been having bad paternal discipline at home, or none at all, that percentage is 91.

(b) If he is *over sixteen* when his first delinquency occurs, he becomes a recidivist after juvenile-court treatment in 61 percent of cases, but if he has started his bad behavior before his eleventh year he becomes a recidivist in 92 percent of cases.

(c) If he has been known to be delinquent for *less than a year* before coming to the juvenile court, and if he has had *no history of misconduct* at school, there is only 72 percent probability of his going on in his career of delinquency just the same despite juvenile-court treatment. If he has been a *delinquent* for *two years or more* before coming to the juvenile court and has a *history of misconduct at school*, the chances of his going on in the same way or worse, despite anything that the Boston Juvenile Court and the Judge Baker Foundation *as now organized* can do, are 90 percent. If he has had no retardation in school he becomes a recidivist after juvenile-court treatment in 78 percent of cases. If he has been retarded in school he becomes a recidivist in 88 to 93 percent.

On the basis, then, of the Gluecks' study they can say that the juvenile-court judge facing a delinquent boy who has good paternal discipline at home, no history of misconduct in school, no school retardation, no delinquency up to his sixteenth year, and less than one year of delinquency before coming to the juvenile court, can know that the chances of reformation are relatively good. If these conditions are the opposite the chances are relatively bad.

In the preface to the Gluecks' last book [1] I suggested that

[1] FIVE HUNDRED CRIMINAL CAREERS, *by Sheldon Glueck and Eleanor T. Glueck. Knopf, 1930.*

THE Harvard Law School Crime Survey was begun in 1926. It consists of a series of intensive investigations into the structure and function of the machinery of criminal justice in Boston, its punitive and correctional institutions and agencies, problems involved in juvenile delinquency, the press and crime, and other related topics.

The first volume in the series, 1000 Juvenile Delinquents, by Prof. and Mrs. Sheldon Glueck, published on February 15, is here reviewed by Dr. Cabot. The second volume, Crime and Criminal Statistics in Boston, by Prof. Sam Bass Warner, published on the same date, will be reviewed in a later issue.

Other volumes to follow at intervals of some two or three months will cover the subjects of Juvenile Delinquency in Boston, by Miriam Van Waters; The Press and Crime, by W. Stuart Griscom; Police Administration in Boston, by Leonard V. Harrison; Prosecution, by Alfred Bettman; Criminal Courts, by Profs. Warner and Henry B. Cabot, Jr.; Punishment, Correction and Rehabilitation (three volumes, covering sentencing practices, probation, penal and correctional institutions, parole and pardon), by Professor Glueck assisted by Frank Loveland, Jr., Hans Weiss and Prof. Norman Lattin; the Harvard Law School Crime Survey—an Interpretation, by Prof. Felix Frankfurter, who was the general director of the survey.

The Harvard Crime Survey was carried out in an unusual intellectual atmosphere. Professor Frankfurter has said of it: "The dominant resolve of our group was to engage in a scientific enterprise, unconcerned with the production of immediate so-called 'practical' proposals and therefore indifferent to the exigencies or expediencies of any kind, especially the usual pressure of time in such sociological surveys."

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juvenile delinquency *might* be what physicians call a "self-limited disease" which runs its course in the early adventurous, reckless years of youth and comes to a standstill in middle life, when men begin to value their security more and their adventures less. This hypothesis is in agreement with the fact that we see so few middle-aged or elderly men in our prisons. It is also to some extent supported by a comparison between the Gluecks' present study of the Boston Juvenile Court and the Judge Baker Foundation [with their 88.2 percent of failure], and their study of five hundred ex-prisoners averaging seven years older than the group studied in this book, and showing only 80 percent of failures after treatment. Not only were these older and supposedly more hardened criminals reformed after treatment in a larger percentage of cases, but the crimes that they subsequently committed were less serious. There were but 50 percent who committed serious crimes after their treatment, in comparison with 71 percent of serious crimes in these juvenile delinquents after they had been "reformed." Twice as many of the older men were not arrested at all, perhaps because they were cleverer in evading arrest.

I have always had the impression that those who sentimentally declared that the criminal was just like the rest of us knew little about the criminal. This book of the Gluecks, like their other book, seems to me to prove that the criminal is very different from the rest of us. Most of us go wrong but can learn to do better. The criminal is the person who cannot be taught better in spite of facing the deterrent experiences which would probably straighten out many of the rest of us. Partly by nature, partly by bad environment, and partly by habit, he has formed a definite bias for criminal ways of living. Whether if we applied all the knowledge and good sense at present available (and we are now very far from doing that) we could change these strong biases by any of the remedies yet in sight, I do not know. These two books of the Gluecks certainly make me doubt it.

In this book, as in their last, we see the perfection of team-work in investigating criminal careers. Sheldon and Eleanor Glueck and their staff (Samuel C. Lawrence, Mildred P. Cunningham and others) have done an exemplary job. It is not an exaggeration to say that these two books mark a new epoch in criminological research. They are the first and, so far as I know, the only pieces of thorough investigation in this field. And when they come to state their results the writers are as moderate and as charitable in their tone as any one could possibly ask that they should be. After reciting the facts which I have just summarized they say: "The clinic and court whose work we are examining can hardly be credited with the accomplishment of their avowed purpose, the prevention of further delinquency. . . . The success of the clinic and court is at least dubious" (page 169). I see nothing dubious about it. But owing to their respect for the extraordinarily high character, industry and expertness of those whose work they are examining, the Gluecks modestly understate the results of their findings.

Who will throw the first stone? What piece of social work has criticized itself or been criticized as fearlessly as this and is able to declare (with good grounds for its belief) that it has not failed in 88 percent of its endeavors? I honor the Judge Baker Foundation and the Boston Juvenile Court for having welcomed this piece of investigation. They have trusted in the spirit of science though their hopes of success may perish at the hands of that spirit.

A Park for Every County

HENRY S. CURTIS
Lecturer on Recreation, Ann Arbor, Michigan

THE White House Committee on Social Trends reported in 1930 that there were about 55 million acres of farm land under cultivation in excess of present needs. This excess it attributed to four main causes: greater technical efficiency, with a great decrease in the number of horses and mules, and the release of 30 million acres previously required to maintain them, our reduced birthrate, the stopping of immigration, and the loss of our foreign markets.

Secretary Wallace has said from the beginning that we must retire from 40 to 50 million acres from agriculture. The original method was to pay farmers to plow up or otherwise retire a certain percentage of their cotton, wheat and other crops and to kill a certain percentage of their hogs. This did not work satisfactorily and caused a great deal of criticism. The government is about to experiment with a different method. It is to buy back the marginal land that is now ruining the farmers who are trying to work it, for a series of local parks, forests, and game preserves. $25 million has been assigned to try out the proposition in four states, of which Michigan is one. If the people approve, and the proposition works, the President has suggested that $350 million might be used for this purpose in the country as a whole.

Many of the cities of Europe are supported in whole or in part from their municipal forests. We are at present growing only about 25 percent of the timber we are using each year. Forests and game are the most profitable crops that can be raised on this marginal land, and every community ought to have a supply at hand. The game in the more populous parts of America has become much depleted and so wild that it can not easily be observed. A game preserve serves to replenish the game for the country round, and make birds and animals tame enough to watch. Our fur crop alone is valued at $75 million annually.

OUR cities have spent vast sums in creating park systems. They have not done too much, but it is much cheaper to put these facilities in the country, and with our good roads and automobiles they may be nearly as accessible there. With the thirty-hour week which seems to be coming in, our people will have vastly more time to hunt and fish and play and camp out; the country, in the future, is going to need a forest, game preserve, and park about as much as it does a court house.

There are about two thousand agricultural counties in this country. If the 50 million acres, which it is proposed to withdraw from agriculture, are distributed equally among them, it would give 25,000 acres to each county, a goodly area, a little more than a township in fact, large enough to grow a real forest and to be a real refuge for game. As all the people will have to pay for this land, it seems only fair that it should be made available to all by a pretty equal distribution. This would give to each county about what our new leisure demands.

At this time such a development is doubly opportune. The land may be had for a song, and its development would give work to all our able-bodied unemployed, through reforestation, the making of roads, bathing-beaches, camps, and athletic fields.

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When Clients Participate[1]

By ELIZABETH DUTCHER
Family Welfare Division, Brooklyn Bureau of Charities

THE new pressures and challenges which the new times have brought to family case workers have brought with them a sharpened realization of the client as a social being affected by group loyalties, satisfactions and interests, doing his own purposeful thinking about the social revolution through which we are passing and with very definite ideas about the procedure and the techniques of the organization which serves him and of which he feels himself a part.

We have all had glimpses of a possible cooperative relationship between the client group and the professional group, but in big cities social workers have tended to be more interested in such negative aspects of social life as gang activities and such obvious natural groups as a family's relatives or its relationship to a recognized cooperative agency such as a neighborhood house. We had not realized how much people in a great city are thrown upon themselves, how lonely they are, how much they depend on recreation that costs money. Unemployment meant not only no money for recreation but the loss of all the satisfying companionship found in the job and in industrial relationships in general.

The large possibilities of client participation and cooperation dawned on us at the Brooklyn Bureau of Charities when, in the winter of 1932–1933, we were invited to distribute to our clients, week by week, tickets for food packages which had evolved out of the Red Cross flour allotment. Our professional staff was hesitant, sensing a potential humiliation to the client and a threat to our accumulated experience and philosophy in relief-giving. Yet for practical reasons we hesitated, too, at declining the offer. Presently someone asked: What would the clients themselves think about it? What were they thinking about the whole relief procedure? What strengths could they contribute toward making this type of relief constructive?

To answer these questions we began calling the clients together in the different districts. They faced the matter practically and honestly, offered to assume all responsibility for the distribution of the food packages and to set up safeguards against theft and loss. The committees then formed worked steadily, with inevitable losses and new members, to the end of the food distribution in September 1933. The activity involved definite and serious responsibilities, exact time schedules and long hours of hard work. But through it the men learned to know each other, to gauge one another's abilities and to use them to further the purposes of group action.

While this was going on certain clients, chosen not because of any particular homogeneity but because of their background, the natural creativeness of their interest, or, as in the case of certain women, their need of training in household crafts, were invited to the office to discuss projects or to form advisory committees.

It is true that the case workers had to take the initiative and in some instances use strong-arm methods to bring people out of their seclusion into group activities unless there was a definite self-interest to start them on their way. What was illuminating was that, though the groups were so lacking in common background in the way of education and race, a warm feeling of friendship quickly developed and a sense of solidarity and responsive interest in the furthering of the activity. It was adult education in the sense that there was a good deal of leadership and much direct teaching on the part of the case-working staff and of the specialists who were called in. And it was progressive education in that there was always the goal to stimulate the client to devise creative experience of his own. The participation of the client was on the basis both of group activity and of individual participation in the work of the society, for which they came to feel increasing responsibility. The groups that developed may be divided somewhat roughly as follows:

Groups formed for economic self-help, such as bartering and gardening.

Groups brought together from time to time to promote understanding of some service or treatment which the Bureau wished to make available to them, such as vocational training for boys, adjustment of insurance and the reforestation program.

Recreational groups to promote entertainments, dances and athletic games.

Discussion groups to take up both from a personal and academic standpoint such questions as the pros and cons of work-relief, various schemes of unemployment insurance and relationship between public and private agencies.

Group instruction in cooking and sewing and the child-study classes, these conducted on the level of the new pedagogy.

The Girls' Club, originally an art-appreciation class which developed into a critical evaluation of standards of appearance and conduct.

One form of activity inevitably grew into another in a perfectly natural way with always a tendency toward more self-direction and usually toward more responsibility for the organization that had stimulated the movement. One of the original groups in the food-package distribution, enjoying each other's society and the interplay of each other's minds, invited a speaker of the barter group to address them and proceeded to organize a full-fledged barter unit which, while it has not to date been able to take a single member permanently off the relief roll, has, in six months' time, found a score or more of jobs for its active membership of thirty-five, has maintained an office, developed helpful procedures in its clerical set-up and has been in contact, as a group, with many vital people in the community. One of its achievements was a most successful dance,—all barter, no money,—in which five hundred people participated.

This group has maintained a separate entity from the Brooklyn Bureau of Charities and has invited membership from those who are not its clients, but it has always welcomed participation in its meetings by two case workers in the district.

No group had a stronger sense of brotherhood than the Central Brooklyn Mutual Exchange, as the barter group called itself. Members cheerfully took on domestic duties

[1] This article is based on a paper given before the New York State Conference on Social Work.

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for one another in order that the obligations to the exchange could be met. In a district where there was much race feeling and a distinct color line this group had both Negro and white officers.

The promotion of certain types of case-work technique or of the acceptance of certain opportunities through meetings of clients was undertaken to overcome individual resistance and as a short-cut in treatment. Like all group activity, this method does of course break down the confidential relationship between client and case worker and the protection of the client against public knowledge that he is a client. But in all the groups we were astonished to find that the clients, even the white-collar ones, had no sense of humiliation, no shrinking, in meeting one another but rather a new "consciousness of kind," the fellowship of individuals overtaken by the same disaster. In these discussions the leader was always a case worker.

Recreational groups were usually, though not always, tied up with some group that was meeting regularly for a serious purpose. One of the gardening groups celebrated Harvest Home with a picnic and songfest. A sewing-group ended the winter's work with a gay party planned and carried through without outside help, to which case workers were invited and where the best garments made during the year were exhibited and prizes awarded. Some of these women, like many who went to the barter dance, had not been to a party since their marriage, years ago.

THE child-study groups, with leaders from the Child Study Association of America, were an experiment in the group approach to the mental hygiene of childhood. A group of Italian mothers met in a health center with members drawn from clients of the Bureau and of other organizations associated with the center and with the Neighborhood House. A group of colored mothers met in a church parlor. All were clients of the Bureau but varied greatly in cultural background and intellectual capacity. They always opened the meeting with prayer and chose for discussion a subject such as obedience, children's friendships, good habits and so on, bringing in various personal situations that seemed to them to cast light on it:

My boy of seven is very obedient at school when he has his Conduct Book with him. His teacher marks his conduct in this book. When he does not have the book with him he is not obedient.

My boy is nineteen. He wants to do things the way he wants to do them but I tell him that while he lives with me he must do things the way I want him to.

I have a little girl three years old. I tell her not to go into the bedroom and she comes out but as soon as my back is turned she goes right back into the bedroom.

It was interesting to note the progress made in objectivity and in impersonal discussion of matters extremely serious and personal to those discussing them. At first there was a tendency to pool experience in a somewhat aimless way, but as a meeting went on there was more pointing up of discussion and real progress toward a definite conclusion. In all the groups but in these especially, the social workers gained new insight on needs, handicaps, limitations and undiscovered assets despite the fact that many of the group had previously been studied as personalities and long psychiatric reports written about them.

What are the gains of such a program? What are the difficulties? Is this a field in which the worker trained in case-work technique can operate successfully? How time-consuming is it? Or is it, in the long run, a time-saver? Is it an experimental something that should grow out of case work and be developed side by side with it on an individual basis? Or is it, in some phases at least, something to be left to a cooperating agency, if there is one?

This movement got under way when the organization was busy transferring to the public agency all so-called straight employment cases. The families, therefore, that were potentially most dynamic and most self-directing were unavailable. Those left were people with very serious problems frequently manifesting themselves in irritability, suspicion, seclusiveness, discouragement, irresponsible and demanding attitudes. But in most instances the opportunity to participate in these activities brought at least a temporary sublimation of these unfortunate types of behavior. The case worker was amazed to see demanding, irresponsible, nagging clients, who could talk of nothing but their gas bills, discuss with clarity and objectiveness the organization of self-help work projects or take treatment suggestions from one another that they had resisted from the social worker.

On the other hand there is real difficulty in making these activities wisely and creatively stimulating. While every client showed his best side to the group he could not long conceal or always overcome all his liabilities. There were dishonest leaders, leaders who were crude and confused and long-winded. Some people attained leadership and found satisfaction in it who could not have attained leadership in a more able group. They would be bound to have a sense of frustration should they return to industry, finding themselves a small cog in a great machine. Sensing this, perhaps subconsciously, they lost interest in purposeful activity toward industrial rehabilitation. There were some violent reactions—after the big dance, for instance, one man said, "Last night I felt like a millionaire, but today I feel just like a burned-out stick." It required skilled case-work leadership to meet these situations without undue aggression on the worker's part. But in these efforts she had the group solidarity as a background to her work with the individual.

AS has been said, some specialized leadership was drawn from outside the society, leaders in the child-study group, consultants in barter, teachers of special crafts, but every effort was made to see that these people were awake to their part in the case-work program and fully in tune with it. It is probable that the movement would not have gained the impetus it did had it not been that certain workers, especially one gifted district secretary, were naturally drawn toward this type of treatment and on fire with enthusiasm about it. Workers on whom the strain of the last years had begun to tell found new stimulation and satisfaction in exploring the possibilities of group leadership and an experience enriching to them as well as to the client. Most meetings were held at night and were time-consuming. On the other hand much time required to interview individuals was frequently saved by the group discussions. There was always the worker who thought of this as one more burden, but I think the majority of the professional group of the Bureau of Charities feel that the gains from this new emphasis are great.

The old COS movement was distinctly oligarchical in its set-up and procedure. It represented the progressive, thoughtful, altruistic, moneyed group in the community and the social mores which that group accepted and strove

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to make prevail. All of this continues to be true, but with an increasing appreciation of our experimental function and of the precious boon of elastic approach, comes the realization that the opportunity is before us to work with our clients not only individually but with a deeper knowledge of them as social beings gained from observing them in action in social groups.

This has long been realized by social workers in movements the function of which is to promote free association in groups, as in the settlements. This concept has extended to their administrative make-up. In time it may extend to that of the family societies, though our fundamental task must always be an analytic approach to the problems of the individual family which has failed in its social adjustment. Our study of the family's participation in social living, our endeavor to give members of the family further experience in group activities, must be secondary to our primary task.

The Ones Who Have to Stay

By GRACE DORMAN RAYNES

Psychiatric Social Worker, Grafton State Hospital, Massachusetts

I AM writing because I feel the need of justifying my job. Why? Because I am the social worker in a mental hospital where most of the patients must stay for months or years—even the rest of their life-time. And when I tell my friends that, continually they do cry, "Heavens—what do those kinds of people need a social worker for? They're so *hopeless*." Yet who of us has progressed to such an eternal wisdom that we can dare with any finality label people "hopeless" or "hopeful"? It is far more accurate to regard us all as human beings, personalities in progress or regress. The social worker is a better squinter than the patient; she can size things up better and get the slant on the patient's specific misfit—partly because she remembers the times when things didn't hang right in her own life and knows the ways of help.

Where can one draw even the line that labels this patient "acute" and that patient "chronic"? In a hospital for mental disease, the patients who are able to go home or to get jobs are usually termed "acute" and the ones who have to stay quietly or not so quietly behind the locked doors are termed "chronic." But often "acute" people go because they have homes to go to. Given the same resources, many a so-called chronic patient would be at home too. The distinction is mischievous because, in the thinking of many social workers, "acute" is synonymous with "hopeful" and "chronic" with "hopeless"; the social worker orders her schedule by the relative values implied. She tucks in her "chronics" like toes in a too short sheet. Usually they remain uncovered.

Social work with resident patients usually is taken to mean personal service while they are in the hospital and talks with those who probably will leave to prepare them for assuming community life anew. But I interpret social treatment as preparation for whatever setting the patient is to be in. The institution is as truly a social environment as the community. Personal services done for patients who may or may not ever leave the hospital are regarded by some of the intelligentsia in social work as errand-girl stuff. But to my mind such personal services properly done may be the best sort of social treatment.

Our policy of excellent daily care and treatment emanates from a superintendent, Dr. Harlan L. Paine, who has a warm personal interest in his patients. Our chief emphasis is laid on the actual well-being of the patients here and now. Being committed to a hospital is a rent in the life of the patient, however psychotic. He is ripped out of the familiar fabric of his environment. For him it is a cataclysmic change and a terrible isolation. It is the social worker's privilege to bridge this isolation according to his own special needs—his physical needs, his needs for beauty, knowledge, friends, family, God.

Here is the patient in a dormitory of fifty beds, without any of his own "things." Perhaps it's just a particular pipe—but part of him is in that pipe. Our personalities extend to and through the things we own and love. I think of Freddie, a blind colored man, age 52 years, diagnosis general paresis, admitted September 29, 1926. After two years of urging I induced his former landlady to send his trunk to the hospital. It was full of old pictures and letters. We opened it one afternoon in the basement of the ward—the clothing supervisor, Freddie and I. It was as if someone had given Freddie eyes. He had always been a somewhat slack patient, though he had been a great dandy previous to his admission. With the advent of his own clothes, he took to sprucing up. He didn't have time to grumble—he was too busy reminiscing over the feel of the different medals which his father had received in the Civil War.

Food can cause profound misunderstanding between people. I always remember the social worker who thought Jewish houses dirty because they sometimes smelled of garlic. Here is a Chinese woman patient (age 44, admitted June 1, 1933, diagnosis manic-depressive, mixed type) who was scared and so fitted in poorly until the social worker, when taking a history, also collected a good, hot, Chinese dinner from the patient's family and brought it back to her. After that she ate our rice, convinced that our intentions were good. And Edith R (age 73, admitted July 3, 1933, diagnosis cerebral arteriosclerosis) of a very genteel family, but reduced to the utmost poverty. She is very forgetful and does not remember faces or names from one minute to the next. In a family-welfare society's record, the astute worker had remarked this patient's intense liking for coffee and doughnuts. Although the patient's immediate relatives are all dead, her friends still are game enough to contribute the small amount needed to give her coffee and doughnuts on occasion between meals, the happy moments in an otherwise—to her—stale and unpleasant existence.

In recreation we use personal services mostly as rewards. Emma M (admitted May 22, 1906, mentally deficient) is a 49-year-old imbecile who has worked many years in the laundry. She does very good work. She is, however, extremely jealous—worrying over the attentions paid to other patients by their relatives. So the social worker has taken to being Emma's relative at least once a year during Emma's vacation. (All patients at Grafton who have jobs have vacations just as any worker on a more dignified job would.) Emma and the social worker go into Worcester to

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dine and to the theater, using money from the Christmas fund. Emma behaves very well and has a lovely time. But, most enjoyable of all, she has something to tell the other patients when they talk of their good times.

In this hospital the social-service office is in the library. Books are often the entering wedge, especially helpful to the patient diagnosed paranoid dementia praecox, whose emotions may be all askew but whose intellect may be remarkably sound in spots. We have a childish patient, Albert W (41-years-old, mentally deficient, admitted September 26, 1913) who has days when life seems to be to him an unbearable itch. For weeks he asked the social worker for an arithmetic book, to keep. Last year he stole schoolbooks from a young boy patient who was preparing to enter junior highschool when he would be boarding under family care. The social worker found an unused sixth-grade arithmetic and gave it to the patient, who finds much solace therein for his restless moods. Why, I do not know. When well, he is an excellent sign-and-poster-painter for the hospital.

MOST personal services are concerned with finding friends and relatives. If you study the visiting slips for a patient who has been in the hospital for years you will see how visitors decrease in number. Even old friends forget. Strange to say, the patient usually does not blame the friends but rather the mail or traveling conditions or the "depression." Sometimes a patient transferred from another hospital will say, "He doesn't know I'm here," and it may be quite true, since often only one address of the nearest responsible relative is given on the abstracts sent with patients from one hospital to another.

That is why I believe firmly in the visit of the social worker to the patient who has just come to the hospital, be he a "transfer" or a new admission. She visits him not to get information about his mental and physical aberrations but in a spirit of giving. "Is there anything I can do for you?" "Is there someone whom you would like me to write to, to tell that you're here?" "Are there any outside worries I can clear up for you?"

These remarks will often bring startling opportunities to cement the friendly relationship between patient and worker that is the basis of all good social treatment. The patient is expected to confide in people he never saw before. He is supposed, cooperatively, to expose his mind to the psychiatrist and his body to the examining physician, neither of whom he has chosen. For any one this is a ridiculous, humiliating situation, naturally eliciting explosive emotions. On the other hand, when the social worker does chores for the patient it is not humiliating because he has chosen that she do them. Though perhaps because hard-pressed, he has admitted her to the privilege of a friend.

Fred A (age 62, diagnosis cerebro-spinal syphilis) was transferred to Grafton October 23, 1931. The abstract stated "no correspondents." My casual inquiry of Fred himself elicited no information about relatives but did bring forth a request for some musical instrument (he'd been a clarinet player) and revealed a keen taste for gumdrops. Our funds didn't admit of money for gumdrops, but Fred enjoyed much a harmonica bought from the Christmas fund. One day he asked for a pencil and paper and scribbled some almost illegible words on it: his right name wasn't A at all but B, and he had a brother, Robert B. It looked like a wild clue but through it Fred's brother actually was found. He hadn't seen Fred for twenty-five years. He was much younger than Fred and more than happy to assuage his own guilt-feelings with visits and gumdrops. And so, after twenty-five years, Fred was relieved of his self-made isolation and seemed content.

Jeanie B is a middle-aged woman (aged 42 years, diagnosis dementia praecox, paranoid, admitted October 23, 1931). She undoubtedly led her husband and two children a miserable existence when she lived with them and the chances are that she will never leave the hospital to live outside again. However, in the light of her wishful thinking her memories of married life have become all imbued with a holy, quiet, kind harmony; she, the ideal wife; Mr. B the ideal husband (whom other people had influenced wrongly against her); and the children young and shining seraphs. Since Mrs. B never had letters or visitors, the impression among the other patients was that the wonderful family didn't exist. Mrs. B was fussed and unhappy; the roots of her dream were threatened. A letter by the social worker to Mr. B brought forth the response that Mrs. B had made his life hell and he would not have anything to do with her. But, wonder of wonders, it enclosed a picture of Mr. B (in golf knickers) and of the B children, very mature cherubim of twenty-one and nineteen respectively. This picture bolstered up not only Mrs. B's dream world but her self-respect. She was not wholly a liar in the eyes of the ward.

There are the patients whose children are being cared for by the state. The Division of Child Guardianship and all other children's agencies in this state are responsive to requests for news. A picture or a letter helps, but the grand moment comes when the social worker can say that she has *seen* Johnny and "Yes, he is well and big—and getting his second teeth."

Religion is the relationship of a man with a cosmic power outside himself, his indication of security in an impersonal world. Personal services in religion are performed of course in a hospital for mental disease by regular clergy who visit the wards; but there are still gaps which the social worker is called upon to fill. Perhaps it is getting the patient a priest who speaks a foreign tongue, or a Bible to use in Bible class. All of us—normal and abnormal—have symbols which express, in essence, the inmost significance of life to us, and it is not fair that patients be deprived of these tokens.

THIS kind of social work treats the person as a very special individual with his own peculiar needs. It is based on the primary foundation of all good social work: what the patient wants for himself from life. It helps to balance the necessary group-treatment of patients in wards where they often eat, sleep, walk, sit and work together as a flock. It treats them as human beings and so makes them feel like human beings and not like numbered cases. It has actual results in achievement of present though perhaps brief happiness. It results in adjustment, temporary to be sure, but as important in the relationship of the hospital patient to the institution as the oft mentioned adjustments in the life of the extra-mural patient to the community. As a matter of the hospital policy, treating the patient as an individual with special wants from social service makes him easier to get along with, a better member of the institution. Being easier to get along with in the ward he has taken a step forward for his progress on the way home, whether he ever gets there or not.

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Big-Hearted Public

By GERTRUDE SPRINGER

What can be done about:

The bridge club that proposes to take full charge of "the very poorest family" on the relief list?

The committee of influential ladies set on starting a soup kitchen right across the street from the office?

The minister who keeps on referring cases he knows are ineligible just because he can't bear to say No?

The newspaper editor who promises to hear your side before printing sensational stories of mistreated clients, but who never does?

"AND so we've decided to give our winnings to an unemployed family. Mrs. Stratton and I are coming to see you about it but I thought I had better ring up now so you can have your very poorest family ready for us, the poorer the better. We'll call it the Sans Souci Bridge Club family and we'll take full charge. You won't have to think about it again."

"Oh yeah?" quoth Miss Bailey inelegantly as she hung up the receiver. She knew the Sans Souci Club, likable, carefree, young women, whose husbands just naturally didn't get unemployed. At Christmas they had filled a brace of stockings, sensibly and generously, and recently they had sent a box of clothing, all clean and mended. But "full charge" of a family, that was something different. Without half trying Miss Bailey could foresee the course of events, the fine emotional enthusiasm of the beginning, the dawn of disillusion on the "gratefulness" of the poor, the light-hearted apologies when the club skipped a meeting and, presently, nothing left of all the good intentions but the complete confusion of "the very poorest family." No, "full charge" of a helpless family caught in the desperate web of dependence was not something to be turned over to good intentions and the casual fortunes of the bridge table, where, if Miss Bailey knew her Sans Souci Club, only the complete defection of Lady Luck would cause five dollars to change hands in the course of an afternoon.

Well, what could she propose instead, for certainly this was not an offer to turn down. She must give these women a definite continuing responsibility not too large for the exigencies of the weekly winnings and one where the regular worker would have a check on performance. "Something with give to it."

Milk for the six Larson children suggested itself. Every report on that family ended with, "These children need more milk." If the ladies insisted, one of them could go with the visitor to see the family (Miss Bailey sternly shushed her good case-worker's conscience). Nice, tidy Mrs. Larson would make a good impression and the six towheads were sure to win and hold sympathy. And maybe sometimes the winnings would stretch, as the food order wouldn't, to a bag of oranges. And of course there were always layettes—a grist of them from the Sans Souci would be a big help.

Briskly Miss Bailey jotted on her calendar, "Sans Souci —5 qts. milk daily Larsons, oranges? Layettes ad lib."

"And let's see your salesmanship," she challenged herself as the telephone again demanded attention.

No one questions the goodwill of the little groups that, drawn from their ordinary preoccupations, are eager and willing to help in the business of relief. Many of them, accepting undramatic responsibilities and carrying them competently, have been a mainstay in filling those gaps in relief which available funds cannot meet. But there are others, amiable and well-intentioned, which constitute a definite problem to hard-worked supervisors.

"It isn't just a matter of finding interesting things for these nice women to do," says a worker in a mid-west city where public relief is a new development. "It's the struggle to keep them from doing things that upset the applecart. Our biggest battle has been against soup kitchens, put forward regularly as a new and brilliant idea by first one lot of women and then another. They want to do something that will be 'all our own where we can actually work.' Almost invariably they come to us after their plans are jelled and want a list of our 'very poorest families.' When we are unenthusiastic we are set down as hard-boiled, and professional social workers get another black eye. Usually they go right ahead with their scheme and all we can do is to wait for time and disillusion to deal with it. When we are able to catch the project early we try to show the drawbacks, the waste, the downright unkindness of the soup kitchen as an act of charity and to steer the ladies for advice to two or three people who have had their fingers burned in the soup-kitchen fire. And we always have a counter-proposition to offer, not so exciting perhaps but more constructive. One committee that was bent on starting a kitchen was persuaded to run instead a weekly food sale with the profits used to pay room rents for lone women whose case-stories we supplied. It didn't last long but really counted while it did, and it was the kind of 'all our own' scheme that women like.

"BUT 'suasion doesn't always work. For weeks last winter we had a soup kitchen run by some of the best women in town right across the street from the office. Nothing we could say in advance, no facts or figures, and we had plenty of them, could dissuade the good ladies. Their hearts were moved with pity for the poor, as well they might be. But the expression of that pity was unfortunate. Lacking a list of our clients, which of course we refused, they hung out a sign inviting customers. The result you can imagine—human nature being what it is.

"Well, they finally got some order into it but at the end of a couple of weeks one of the ladies came to ask that their list be checked against ours for duplications. We not only checked, with eye-opening results, but suggested that their volunteers visit the families not on our list. They weren't so dumb, those women, and when they saw how their efforts

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were making beggars of people and inviting them to exploit their distress they lost interest. The kitchen languished and finally expired. But what a waste of good energy it was."

"The thing that upsets us," says a worker from a west-coast city, "is the impulse that spends itself on one sentimental gesture, a jam shower for the poor for instance, with ladies going into the homes spreading jam thin and sympathy thick. And 'treats' for the children—how some of these earnest souls love to do good with cookies and home-made fudge. It's no trouble for them to get addresses—in some parts of town everybody is poor, and of course they take the tidbits offered, though with plenty to say about it afterward. Goodness knows we don't begrudge the families a jar of jam and a handful of cookies, but we get the after-clap of these casual gestures and we know how they tend to undermine family morale. We lean over backwards to bolster the self-respect of our clients, then along come the good ladies with their little treats and their over-flowing sentimentality. It's no wonder that after a few exposures to this kind of charity we find the clients cynical and the children badly afflicted with 'gimmes'.

"There isn't a great deal we can do in these busy hectic days to direct good intentions into channels that will afford participation to the giver without imposing on what we consider the rights of the recipient. But we keep on trying and occasionally we succeed. We interested one club in taking over the birthdays of children under their 'teens and in providing treats and extra comforts on that occasion. Another took on our crippled children with their interest growing from treats to treatments. Still another centered on shut-ins, collecting magazines and jigsaw puzzles for them and taking them for drives and to the movies."

But ladies, it seems, have no monopoly on good intentions. Masculine bighearts also create problems.

"If I didn't hang onto my sense of proportion I'd be off ministers for life," says a lively young supervisor in a small mid-western city, "and just because of one man who can't say no. He has plenty of backbone in most things, but let anyone come to him with a hard-luck story and he melts and gives him a note to the relief office. He knows perfectly well the limitations under which we work. He's sat in on committee meetings and we've labored with him privately, but it's no use. One day he'll send us a woman who's afraid her husband might lose his job and won't we please save him a place in Civil Works, just in case. Again it will be a woman who thinks she should have a little food order for her unemployed daughter though two men in the family are working. I can't tell you how much time we spend in explanations which the minister ought to have made in the first place. Of course he has a perfect right to refer cases—but if he would only show a little sense and discrimination about it!"

Ministers are not the only citizens who pass troublesome bucks to the relief agencies. Politicians are the worst offenders with their freely dispensed little notes, "The bearer is worthy, Please see that he gets help," which are troublesome only for the false hopes they often raise and the time they take. But the real villain of the piece apparently is one who does not refer cases at all, the community newspaper, and how the relief people wish it would.

"The editor of our paper is a perfectly reasonable man," said the head of the relief organization in a small eastern city. "But give him a whiff of a human-interest story and the quality of fairness deserts him. We don't ask immunity from criticism—we're a public agency open to public scrutiny—but we do ask the same privilege of stating our case which the paper gives to disappointed applicants or disgruntled clients. And do we get it? We do not! The first we know is when we see in the paper some highly embroidered story full of implicit charges against us. We have implored that editor in common fairness and for his own protection to check these cases against our records. Our most responsible committee members have urged him to test the validity of our information. He is engagingly polite, promises everything, and does nothing but the same thing over again.

"We used to follow up every published case with a brief statement of facts and treatment submitted to Mr. Editor. If we had been derelict we said so with as few alibis as humanly possible. If the record showed that the paper had been imposed on we let the facts speak for themselves. Sometimes a few lines of noncommittal disclaimer would appear and sometimes not. But it got us just nowhere, and though we were studiously good-natured we were constantly in the position of having a chip on our shoulder. So now we just accept the editor who won't play ball as one of our crosses, meantime trying to do a job good enough to defeat casual carpers. There is very little else we can do, except not to let it bother us too much. Of course if he made explicit charges of malfeasance we should defend ourselves tooth and nail, but without such charges it seems to us bad policy to be drawn into continual little bickering fights which keep us on the defensive before the public—not a good place for a social agency to be. I suppose newspaper treatment of this kind has a certain nuisance value after all by keeping us alert and self-critical, but we mustn't let it get under our skins provided always that we honestly know our work is right."

Open-minded supervisors the country over admit that many of the lacks in understanding on the part of the big-hearted public are due to the past failure of organized social work to keep that public abreast of the developing philosophy and method of relief. "Much of the public is still grocery-basket minded in the matter of relief and all we can do in the present situation is to continue our everlasting effort to make it aware of the futility of casual gestures that confuse sustained effort and have no effect on the family's real problem. We have to be infinitely patient with good intentions and infinitely ingenious in affording outlets that will have content and scope, will develop and not discourage participation and which will count in meeting the whole situation of those distressed families to help which is the purpose of all of us, whatever the means we employ."

THIS is the twelfth article of a series which The Survey has drawn from the day-by-day experience of workers dealing with the new problems which mass relief has brought. The situations are bona fide. Supervisors all over the country have contributed to the discussion. Eight of these articles are now available in a pamphlet, Miss Bailey Says . . . (30 cents, postpaid from The Survey.) In the next issue, Publicity, Sweet and Sour.

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THE COMMON WELFARE

A National Front on Insurance

PROPOSED federal legislation which will "encourage state action on unemployment insurance" was outlined by Frances Perkins, secretary of labor, at a luncheon recently given by the New York Conference for Unemployment Insurance. By the time this issue comes from the press the bill, now on the desks of Senator Wagner of New York and Representative Lewis of Maryland, will probably have been introduced in both houses of Congress, thus launching our first nation-wide drive toward this measure of security for American wage earners. Pointing out that the insurance device is not a panacea or a certain preventive for the ills of unemployment, Miss Perkins urged the value of this self-respecting form of protection to the worker and his family, its importance to business and industry. Describing how British unemployment-insurance benefits "have been sufficient to give small but steady markets to the great industries of English life," Miss Perkins added:

> What would our shoe manufacturers, our cotton and woolen textile mills, our automobile manufacturers—what would they have given for a small but measurable market for their products through these depression years? If we had had it, we should not have gone so deep. I am convinced of that.

The proposed method of "encouragement" levies a 5 percent tax on payrolls with offset for contributions under an approved public-insurance scheme. The bill leaves each state free to experiment with joint contributions from employer and employe, or contributions from employer alone; with state-wide funds, industrial pools or plant reserves; with different waiting periods, rates and duration of benefits; with definition of eligibles and forms of administration. Provided it conforms to certain minimum standards, each state is at liberty to shape its own legislation. "Consequently, there can be no objection to the proposed federal law on constitutional grounds."

Reminding her audience that "we have no unemployment-insurance legislation in the United States today except one meager experiment in the State of Wisconsin," Miss Perkins declared her belief that the new plan "is a device for encouraging the passage of sound, substantial, locally desired, locally adapted techniques of building up reserves for unemployment," and that it will mean, if it is enacted, a measure of security for the wage earners of every state within two years.

The New Deal's New Year

NOT a look back, but a look ahead characterizes a new sort of annual report, submitted by Frances Perkins, secretary of labor in the Roosevelt cabinet. Instead of a review of the year's activities, Miss Perkins discusses the urgent needs of the new year as she sees them, focusing on legislative and administrative measures in which her department can cooperate with other governmental agencies, with employers and with the public in improving the situation of the country's wage earners. Specifically she urges that the principal accomplishments of the recovery program be made permanent, and among these she lists shorter working-hours, higher wages, abolition of child labor, local boards to pass on workers' complaints, "general recognition of the desirability of competent wage earners' representatives, selected through organization, in all matters affecting industry, labor conditions and civic development."

To cut down the two chief hazards to the security of the wage earner, the secretary of labor urges the adoption by the states of some form of old-age pensions and unemployment reserves. Pointing out that, "No one has yet found a cure for unemployment," Miss Perkins argues:

> This is a social as well as an industrial problem and the cost should be spread as widely as possible. The fund should be collected from fair but not excessive premiums and should be safeguarded so well that it will be adequate for the heavy drains of a possible widespread period of unemployment.

Though not entering into the controversy over "the one best way" which divides the proponents of the insurance principle, Miss Perkins states:

> Premiums may be paid wholly by the employer or by the employer and employe contributing, or by the government participating where the states desire it, but the cost should be assessed as one of the industrial hazards for which industry itself must provide.

In stating the case for old-age pensions, the secretary of labor reviews the plight of wage earners "past the years when they are expected to work hard," and submits:

> There is a problem here which must be met and solved by making systematic and dignified old-age provision in the states which have not already adopted such forward-looking legislation. Federal assistance in this field would not be inappropriate if needed.

The report supplies further evidence, if any were needed, that the New Deal in the US Department of Labor means vigorous leadership for the forces working toward civilized relations between employer and employe and toward social responsibility for the economic security of the American wage earner and his family.

"A Basic Interest of Society"

If state powers exist to give temporary relief from the enforcement of contracts in the presence of disasters due to physical causes, such as fire, flood and earthquake, that power cannot be said to be non-existent when the urgent public need demanding such relief is produced by other and economic causes.

THUS, in part, the majority opinion of the US Supreme Court written by Chief Justice Hughes and concurred in by the four other liberals of the court, sustaining the Minnesota mortgage-moratorium law. This statute gives property owners the right to apply in court for a two-year extension of time in which to redeem their property after foreclosure. It does not, as some press reports imply, free them from all responsibility for their obligations. Under the law, a "reasonable rental" for the property is established by the court. This must be paid to the holder of the mortgage and applied by him first to taxes, then to interest due, and third to principal. Thus the law, while protecting the equity of the owner, also respects the interest of the mortgagor. The court stated five final conclusions:

> An emergency existed in Minnesota which furnished a proper occasion for the exercise of the reserved powers of the state to protect the vital interests of the community.

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The legislation was addressed to a legitimate end—that is, the legislation was not for the mere advantage of particular individuals, but for the protection of a basic interest of society.

In view of the nature of the contracts in question—mortgages of unquestioned validity—the relief afforded and justified by the emergency, in order not to contravene the constitutional provisions, could only be of a character appropriate to that emergency and could be granted only upon reasonable conditions.

The conditions upon which the period of redemption is extended do not appear to be unreasonable.

The legislation is temporary in operation. It is limited to the exigency which called it forth.

Besides its application to a particularly crucial current situation, this decision is significant as indicating the court's views on programs of an emergency nature which the administration has proposed—or may propose—as well as perhaps establishing a precedent for laws states might enact, or others already framed which now face a Supreme Court decision.

"Welfare" Island

HARD, fast and straight from the shoulder was the blow delivered at New York's Welfare Island penitentiary by Austin H. MacCormick, new commissioner of correction, whom Mayor LaGuardia brought out of the West a few weeks ago. With military precision, Commissioner MacCormick and a handful of trusted aides swept down on the institution where some sixteen hundred short-term prisoners were confined and with the highly effective technique of a raiding-squad opened up such a festering sore of corruption and misrule that even case-hardened newspaper reporters were nonplused.

Gang rule, degeneracy and exploitation within the prison were caught red-handed. Out of their comfortable quarters in the prison hospital and into solitary were dumped the "big-shots" who had divided the prison rule and its profitable drug traffic among them, and out to public gaze were dumped their liquor and food stores, their fancy wardrobes, their police dog, their elaborate cotes of carrier-pigeons and all the rest of their contraband paraphernalia. Some two hundred favored prisoners were, it seems, in the gangster organization while the remaining fourteen hundred had been victimized, exploited and all but starved by their exactions.

What has most stirred New York in the exposé is the fact that conditions in the prison were no secret to former Mayor O'Brien and other legally responsible officials of the late administration. The State Department of Correction, the New York Prison Association, the grand jury, had been protesting for more than a year, but their circumstantial reports had been studiously ignored by everyone in a position to take action.

Commissioner MacCormick's dramatic coup has had the effect of gaining for him, for the harder task ahead, the support of the decent public which is still the majority. For it is one thing to expose a festering sore and it is something else to cure it. The commissioner says that he is ready to believe that this was the worse prison in the world—and he is a man of experience. Perhaps by this time he suspects that it is probably the most difficult to administer. To make it even decent, to accomplish classification of the horde of short-time prisoners as a first step in control, to remove the curse of idleness from the prisoners, to replace discredited with honest and efficient personnel, to root out the whole rotten partnership between politician and criminal, to clean up the sordid mess and keep it clean, is a task to tax the hardiest spirit. And even that spirit will be defeated if it is not supported by alert and articulate public opinion.

Commissioner MacCormick has made a good start with the kind of bold gesture that New York understands. But the tough end of his job is still ahead.

Food, Drugs and Advertising

THE much-abused and misrepresented Tugwell bill to revise and extend federal control over food, drugs and cosmetics (see The Survey, January 1934, p. 16, Experts Also Spoke) has emerged from Senate committee somewhat combed and brushed but happily with most of its teeth intact. In its new guise it is S. 2000, and again it bears the name of its original proponent and courageous guardian, Senator Copeland of New York. The largest change is in provision for two presidentially-appointed committees, one on public health and one on foods, to advise the secretary of agriculture on proposed regulatory measures. The secretary initiates the measure, the appropriate committee drafts it, and after notice and public hearings, he then promulgates it if it has the approval of three of the committee of five. Consumers will regret the softening of the clause on establishment of official graded qualities of products, the point most bitterly fought by large advertisers who prefer to sell by trade names than by standards, and by publishers whose advertising income is extensive; they should resent and oppose the bill's section prohibiting the secretary of agriculture from giving publicity to actions pending under its provisions. All in all, however, the measure is still so much better than any present provision that it deserves unremitting support—and needs it to counteract the campaign of outspoken lies and all but blackmail still being waged by the less scrupulous interests. And let no one be misled by the red herring known as H.R. 6367, the so-called Black bill introduced in the House, which is even less effective than our present Food and Drugs Act, 1906 model.

Hard Times Medicine

AN old skeleton has rattled out of the closet garbed in the provisions of one of our new and enlightened experiments—the federal regulations governing medical relief of the unemployed. Federal funds are intended, understandably enough, to supplement existing community resources: they are not to be used for payment of hospital bills or clinic expenses, but only for care of the needy sick who cannot be handled by present instrumentalities. Doctors who long have worked without pay on clinic staffs see their professional brethren receiving fees for home or office care of just such people as they themselves are treating without recompense at the hospital. The result is the demand—only vocal in some places but actually effective in others—that the clinics be abolished so that all who care for the needy have a chance to get pay. The hospitals, already creaking under the load of hard times, obviously cannot now add to their budget salaries which were not given even in prosperity. The outsider might take the obnoxious position of "I told you so," pointing out that all along many of the socially-minded advocates of clinics have urged that physicians be adequately salaried for clinic work and clinic fees worked out to meet costs of caring for people who could pay in this way though they could not meet the usual charges of private physicians; and that efforts which embodied such principles, such as the Cornell Pay Clinic or

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the Public Health Institute in Chicago, have been the butt of consistent attack by organized medical groups unwilling to consider any system other than private practice or charity. The more useful position is to consider for the future as well as the present the weaknesses and rents in the socio-medical fabric that have existed all along but now are torn wider open. The thorny problems arising daily in medical relief, including the efforts to aid needy physicians and nurses themselves, and in provision for employes' compensation of the millions of Uncle Sam's new charges in Civil Works should be the basis of coordinated thinking and planning that might prove a fertile seedbed for the kind of social action we needed before 1930 and will continue to need when depression has lifted.

Help for the Schools

URGED as a practical measure of defense for the public schools, the Joint Commission on the Emergency in Education of the National Education Association puts forward a six-point federal legislative program. It includes a $50 million appropriation for the balance of the current school year to keep "elementary and secondary schools open on as nearly normal a basis as possible"; a $100 million appropriation for this purpose for the 1934–5 fiscal year; release of local funds through federal refinancing or loans to school districts, cities or counties, resting on "the security of delinquent taxes, frozen assets in closed banks or other acceptable security"; 10 percent of new appropriations for public works allocated for buildings for schools and colleges; an appropriation of $30 million to afford scholarship aid for students who could not otherwise enter or continue in college. The program also provides that distribution of the aid-funds shall be by a board headed by the US commissioner of education, with a flat sum to all states, a supplementary sum "objectively determined but weighted to meet the needs of the poorer states," and a contingent fund reserved to meet "exceptional and unforeseen needs."

While pressing this far-sighted plan to bolster sagging schools, it is to be hoped that the commission will use its influence to bring about more efficient use of available local resources. The report of the Governor's Committee in New York is an example of how, by reviewing long-standing procedures, better value may in many instances be secured for the taxpayer's school dollar without "economies" that bear unjustly on teachers and children and hence on the community itself (see The Survey, January 1934, p. 18).

28 Lynchings in 1933

AS this issue goes to the printer, news of the first lynching of 1934—and the first lynching of a Negro in Kentucky since 1927—has just come as a living reminder of facts we would prefer to forget. Twenty-eight persons were hanged, burned, beaten to death, shot or strangled by American mobs in 1933, three times as many as in 1932. Half of them had been seized from the custody of officers of the law. The offenses of which they were accused included such trivial offenses as slapping a youth or stealing liquor as well as serious but untried charges; in three cases no offense at all was reported, according to the Department of Records and Research of Tuskegee Institute. In 37 other instances, involving 11 white men and 37 Negroes, officers of the law held back mobs bent on lynching, in many cases by the use of armed force. Details of the orgies that characterized the lynching "parties" defy print.

The large public opinion that long has abhorred lynching and boiled over in indignation at the stand taken last November by Governor Rolph of California in condoning the double killing in San José, will find a concrete plan for action in the bill recently introduced by Senators Costigan and Wagner. Under its terms, imprisonment for five years or a fine of $5000 or both might be imposed on any state officer who failed to exercise diligence to prevent lynching or to bring to trial persons involved in a lynching; for a state officer to countenance a lynching would be a federal crime punishable by imprisonment of from five years to life. A county in which a mob murder occurred or one in which a victim was seized for lynching in an adjacent county would be liable for a fine of $1000 to be recovered in a suit in the name of the United States for the benefit of the victim's dependents, if any, or otherwise for the use of the United States. Federal courts would have jurisdiction to try and punish when a state's legal instrumentalities gave evidence of their inability or unwillingness to enforce their own law. The proposed bill, in the opinion of its sponsors, does not deprive the states of their constitutional rights but provides for federal action when states cannot or will not uphold law.

Slum Clearance—for Whom?

THE first attempt to answer this question in the United States was recently made in New York City by the Fred L. Lavanburg Foundation and Hamilton House, which undertook through their director and headworker respectively a survey of the 383 families forced to vacate their homes to make way for Knickerbocker Village, a model development being built largely with federal funds by a private limited-dividend company. According to the survey this vast slum-clearance project will contribute nothing toward improving the living of the former tenants nor others in the same income group. While practically all these families expressed the desire to live in the new apartments, only three are planning to do so, although 88 percent are remaining in the immediate vicinity. Over two thirds of them have lived in this district more than fifteen years and one third over twenty-five years. The physical condition of the flats to which they have moved is slightly better than their former homes, though still deplorable. Old-law tenements continue to be the home of 83 percent of the group—tenements declared unfit for human habitation by the tenement-house commissioner thirty-odd years ago.

Although the authors of the report, Abraham Goldfeld and Lillian D. Robbins, include no conclusions in their published report (which may be obtained from the Fred L. Lavanburg Foundation, 132 Goerck Street, New York City) the discouraging deductions are obvious. Rents paid in the old and new quarters indicate that apartments in which the rooms rent at an average of $12.50 monthly (as in Knickerbocker Village) are too expensive for low-income groups. Unless slum areas are rebuilt with tenements to rent at much lower rates than the private limited-dividend companies are able to build or proper provision is made for them elsewhere, the displaced tenants will merely move from one set of sub-standard dwellings to others. The job is only half done when a slum is cleared and rebuilt.

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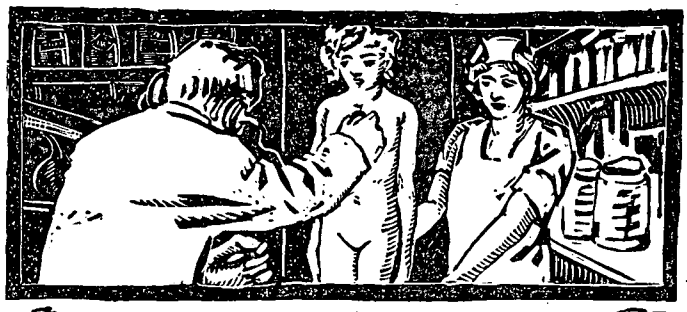

HEALTH

Free-Wheeling Has a Limit

AS the statistics add up, it becomes clear that 1933 was either the healthiest or very nearly the healthiest year the United States ever has enjoyed in terms of mortality rates and control of preventable disease. Even so, the Statistical Bulletin of the Metropolitan Life Insurance Company points out, nearly a quarter million lives were sacrificed needlessly from such causes as diphtheria, tuberculosis, diseases of early infancy, complications of pregnancy and accidents. "Such deaths will be prevented during 1934 to the extent that the public health and safety programs of our country are enabled to carry on with sufficient funds and adequate personnel." Average per capita expenditures for public health are running at about 70 cents a year instead of the $1 of 1930 or the $2 standard set by the American Public Health Association. For 1934 the Bulletin urges a resolution to apply the knowledge we have by supporting adequately the health work of public and private agencies: "Let us not permit the health of our communities to be jeopardized through indifference or through too much optimism that somehow our current momentum will carry us along indefinitely. We must advance." As Dr. H. E. Kleinschmidt put it for the tuberculosis movement, we have been going on momentum as an automobile uses free-wheeling with a minimum of gas. But free-wheeling has limits and on an upgrade it doesn't work at all.

Social Hygiene's Anniversary

MARCH will mark the twentieth anniversary of the incorporation of the American Social Hygiene Association, finding the organization busier than ever with the continuing needs for its services and new problems—such as those raised by the possibilities of education through movies and radios or events like the Chicago Century of Progress Fair—demanded by changing times. Primary objectives for 1934 include provision of adequate professional health and medical services, including protection of the public from quacks; securing community environments favorable to family life and the safeguarding of children and adolescents from conditions leading to sex delinquency; promotion of public information on social hygiene; and establishment of correlated educational, religious and social instruction and training in family life for this generation and their posterity.

Pennsylvania's New Plan

FOR some years Pennsylvania has had a dual system of state mental clinics; one set operated by state hospitals in their own territories; the other, supplementing, provided by the State Bureau of Mental Health with a travelling staff. Clinics have varied greatly in their scope and the intervals at which they were held. A new program is to be put into effect gradually through the next year or two. Responsibility is to rest on the state hospitals, each to care for the clinic needs of its district. A staff from the State Bureau consisting of a psychiatrist, psychiatric social worker and psychologist will aid the hospital staffs in their clinic organization. Clinics are to be divided into two types, one for adults, including paroled patients, as at present; and one for children and their parents. The latter will serve for child guidance. Each hospital will provide such a clinic one or more days a week. The social worker and psychologist are to act as field workers and emphasis will be laid on cooperative work with social agencies in the community. Since child guidance is a special field, plans are being made to offer special training to hospital psychiatrists. Once the clinics are well established semiannual conferences of their staffs are to be held in Philadelphia and Pittsburgh.

Unemployed—and Unemployable?

IN the second year's work with unemployed women the psychiatric department of the Chicago Service Bureau for Women found relatively fewer who needed institutional care. The important psychiatric problem was whether or not a woman could hold a job if she got it, Dr. David B. Rotman reported to the Illinois Society for Mental Hygiene, which supervises the project. Fourteen percent were considered to have definite personality disorders which would make them unemployable at the present time. "That the same individuals with the same personality disorders could adjust themselves to work under more nearly optimum economic conditions was never challenged." Dr. Rotman adds that since jobs were not available there was no test as to how often the psychiatrist's judgment on unemployability was wrong. Younger women were referred to the bureau more often in the second year.

Showing Them

AT the request of the County Emergency Work Bureau, the Monroe County (N. Y.) Tuberculosis and Health Association put on a six months' health education in 1933 to protect the health of the county's children. The first step was the printing of a food book, showing how the weekly food allowance of $4.65 would be turned into a balanced diet for two adults and three children. Grocery-order lists and recipes were included and menu sheets were added bi-weekly to keep the book up to date. Books were distributed by investigators; the cost of 6000 complete copies was $438.50. Then followed forty-two sessions of cooking schools in twelve townships in schools, churches, town halls and

Print and Reprint

CENSUS OF PUBLIC HEALTH NURSES. *National Organization for Public Health Nursing, 450 Seventh Ave., New York City. Price 50 cents.*

COUNTRY-WIDE and state figures as of January 1931, including reports on Negro nurses and industrial nurses, with distribution by size of staff, type of agency and state and relation to population figures of the 1930 United States Census. Invaluable for reference.

HEALTH INSTRUCTION IN GRADES IX–XII. *by James F. Rogers. Office of Education Pamphlet No. 43. Price 5 cents of the Superintendent of Documents, Washington, D. C.*

IN the last four grades fewer courses in health instruction are given now than a half century ago. Yet, Dr. Rogers points out, "It is more important to prepare for life and living than for the mere making of a living." The struggle of hygiene for a place in highschool, outline of present courses and suggestions for further plans.

FOR GOOD HEALTH. Poster in color, *on request from the Welfare Division, Metropolitan Life Insurance Company, 1 Madison Ave., New York City.*

PICTURE and text showing essential foods to be allowed for a person each week.

WORKMEN'S COMPENSATION FOR SILICOSIS. *Report of the Committee on Pneumonoconioses of the American Public Health Association. Association of Casualty and Surety Executives, 1 Park Ave., New York City.*

LEGISLATIVE provisions and practice in this country and elsewhere with discussion and bibliography.

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the like, with a total registered attendance of 2462, of whom 423 were clients of the Emergency Work Bureau. Transportation was provided by local chairmen, and in three towns an emergency nursery school was set up to care for small children while their mothers attended. Special emphasis was put on the value of codliver oil as a food and of whole wheat cereals. Next came making available to case supervisors and health officers diet sheets prepared for the City Department of Welfare to meet the special needs of expectant mothers, diabetic patients, and others requiring food of certain types, at a cost of $2 a week. In planning and carrying out one or another of the projects the demonstration drew in the aid of the University of Rochester, the Rochester Department of Public Welfare, the Monroe County Home Bureau, Girl Scouts, the Eastman Kodak Company, schools, health officers, grocers, American Red Cross, Parent-Teacher Associations, churches, clubs, and manufacturers of codliver oil and whole-wheat cereals whose products were recommended by the Department of Vital Economics of Strong Memorial Hospital.

New Orleans' Hospitals

HARD on the heels of an application to the PWA to rebuild the New Orleans Charity Hospital with the inclusion of some beds for paying patients, came the announcement that the five private nonprofit-making hospitals of the city had united to form a corporation to receive annual subscriptions of $9 a year from members of employed groups, in return for which the subscriber is entitled to a certain amount of hospital care at need. Subscribers must be members of a group of at least ten employes, but no restriction is made as to age. Hospital care under the arrangement does not include care of acute venereal disease, quarantinable diseases or mental disease. The plan follows principles endorsed by the American Hospital Association, used successfully in a number of cities, and tried in New Orleans in a small way by the Truro Infirmary during the past year. The aim is to bring payment of hospital care within reach of self-supporting families who now face no alternative to charity if serious or continued illness confronts them with large hospital bills. The hospitals anticipate the possibility of a small deficit on the arrangement, but feel that if that does exist, it will be less than the value of the charity service they now must give to people such as these in the event of need for prolonged hospital care. Proponents of the new plan hope that by the end of 1934 it will have 10,000 subscribers.

CREATION of a potato in which "inulin" replaces the starch harmful to diabetics has been announced as the result of joint efforts of professors at McGill University and MacDonald College, Canada.

IN conjunction with the State Department of Education, the Pennsylvania State Department of Health has worked out a new growth chart to supplant its past policy of rating a child as malnourished by his lack of pounds. The chart bases judgment of physical condition on a child's growth in relation to nationality, stature and type.

As a new attack on tuberculosis, the New York City Health Department has instituted at the Bellevue-Yorkville Health Center a chest X-ray diagnostic service for expectant mothers. The service is for patients referred by physicians and unable to afford the fee of a specialist. It was at this center that the Department established its first consultation chest service in 1929, now extended to other districts. The new service will be considered experimental until it has demonstrated its success or failure in discovering previously unknown cases of tuberculosis.

THE seriousness of tuberculosis among New Jersey's Negro population is shown in figures recently published by the New Jersey Tuberculosis League. For 1932 the white tuberculosis deathrate in the state declined to 50.5 from the previous year's figure of 56.1; among Negroes the tuberculosis deathrate rose from 233.7 to 256.1. Between 1900 and 1932 the white rate declined 53 percent; the Negro rate, 10.5 percent.

COLDS are no respecter of sex, according to a study by the United States Public Health Service of nearly 3000 members of families and 1800 college students, but in the matter of age they trouble least adults in their twenties and thirties. In the years under study cold-in-the-head flourished most vigorously in the autumn and influenza in the late winter and spring, with the open season for bronchitis and sore throat in between.

WHETHER 3000 calories and 37 grams of animal proteins or 3400 calories and 50 grams of animal proteins should be the standard of nutrition for an adult male is a matter of dispute between the British Ministry of Health and the British Medical Association. The Association, urging the higher standard, declares that that accepted officially does not maintain physical vigor for future work as well as mere subsistence during enforced unemployment.

THE Council of the New York Academy of Medicine has approved unanimously the report of a committee which had aroused criticism from some physicians and hospitals because it emphasized the responsibility of the medical profession for the majority of preventable maternal deaths (see The Survey, December 1933, p. 420, Mothers Who Died). A current bulletin of the Frontier Nursing Service in the Kentucky mountains points with justifiable pride to the record of its staff of nurse-midwives and physicians: among nearly 1800 women cared for in childbirth, usually in the most primitive surroundings, there has not been a single obstetrical death. Two women died from heart conditions, one eighteen days after delivery.

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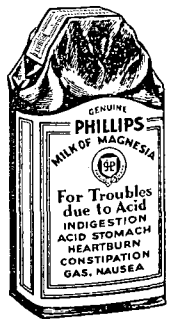

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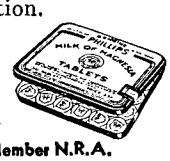

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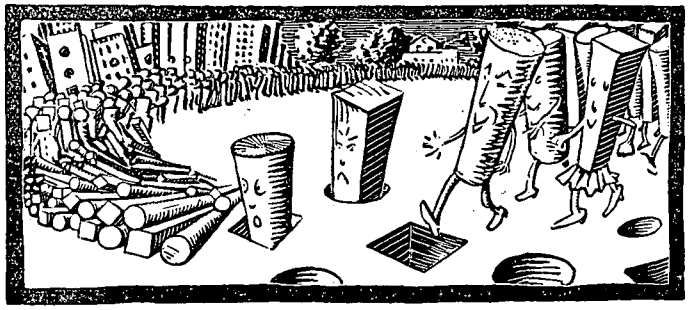

SOCIAL PRACTICE

Training Keeps Step

THE changing scene in institutional management is reflected in the general broadening from year to year of the program of the semi-annual Institute for Institution Management of the New York School of Social Work, now in session. In the seven years since the first session, then under the wing of the Children's Village, Dobbs Ferry, N. Y., it has constantly readjusted its program in line with changing needs and facilities, making freer use of the discussion method and of case problems. Just now proposals are being weighed for new procedures which might bring short special institutes for superintendents, cottage mothers, board members and so on, might carry short courses, under the auspices of the School, into communities outside of New York, and might develop means of training on the job. The School invites discussion of these possibilities.

The Institute draws most of its students from private institutions for dependent children with superintendents, their assistants, cottage mothers and group supervisors in the majority. More than half the students have had college or normal-school training. Although New York, Pennsylvania, New Jersey and Ohio have accounted for three fourths of the total registration, twenty-two other states have been represented.

Social Insurance in Summary

AN exhaustive analysis of the literature of social insurance has been undertaken as a major project by the Division of Research of the New York State Department of Social Welfare, Albany. This division, by the way, was recently elevated from its earlier status as a bureau to equal footing with other divisions, such as Child Welfare, Administration of Institutions, and State Aid, and its director, David M. Schneider, was made assistant commissioner.

The present study will, Mr. Schneider says, "abstract and summarize the most important sources of information on the various voluntary and compulsory insurance systems here and abroad and will present a new evaluation of the significant questions involved." The present status of social insurance in England, Germany and Soviet Russia will be examined and, finally, an analysis will be made of the development in this country from the early struggle for workmen's compensation to the present movement toward unemployment insurance and government control.

A recent publication of the same division, available without cost to institutions and agencies, is, Our Settlement Laws: their Origin and Lack of Uniformity and Proposed Measures for Reform, by Harry M. Hirsch.

Prison Progress

IN spite of the fact that the federal-prison population increased and that there was no lightening of the essential burden of maintaining and guarding prisoners, the Federal Bureau of Prisons, Sanford Bates, director, was able at the end of its last fiscal year to return to the United States Treasury out of its budgets unobligated balances of approximately one million dollars. This was due largely to the use of surplus property, to a closer scrutiny of costs and to generally improved and more economic administration. It did not, happily, involve any serious curtailment of the far-reaching program of reorganization and improvement of the system launched three years ago. The annual report of the bureau, Federal Offenders, 1931–32, just published, reviews the progress made in institutions and in the parole and probation systems and offers a mass of statistical data.

Less formal, but interesting in its implications, is the averaging of statistics of federal probation in 1933 given by Joel R. Moore, supervisor, in a news-letter to his staff. The average probation officer, he says, received 249 cases from court. Nine out of ten of them were men with an average age of thirty-four. One of every seven men and one of every six women was foreign-born; one of every fifteen men and one of every eleven women was illiterate. Four out of five of both sexes were prohibition-law violators. Only 2.2 percent of the men and 4.3 percent of the women were narcotic violators.

And while on this general subject—the third annual report of the New York State Parole Commission, executive director Frederick A. Moran, The Capitol, Albany, contains in addition to the usual comment and statistics, an appendix of more than local usefulness in which are detailed the procedures followed in making investigations and in supervising persons on parole.

St. Louis Examines Itself

"WHILE the primary purpose of the survey is educational it may lead to drastic changes in our whole social-welfare program," says Emil G. Steger of the St. Louis Community Council, announcing, in cooperation with United Relief, Inc., a three months' study of all public and private social-work activities in city and county with the object of discovering the relationship of the going program to the whole community need. The survey is sponsored by a Welfare Plan Committee, consisting of some fifty public officials and lay and professional leaders in social work. It is being organized and directed by Harry L. Lurie of the Bureau of Jewish Social Research, Rev. John C. O'Grady of the National Conference of Catholic Charities and Charles C. Stillman of Ohio

Reports of Research

THE COUNTY AS AN ADMINISTRATIVE UNIT FOR SOCIAL WORK, *by Mary Ruth Colby, US Children's Bureau Publication No. 224. Five cents from the Superintendent of Documents, Washington, D. C.*

THE record of recent experience and experiment, invaluable as a guide to counties developing a new program.

THE CHILD, THE FAMILY AND THE COURT, *by Bernard Flexner, Reuben Oppenheimer and Katherine Lenroot. US Children's Bureau Publication No. 193. Ten cents from the Superintendent of Documents, Washington, D. C.*

FINAL publication of a study, the findings of which were anticipated in 1929, of the administration of justice in the field of domestic relations.

THE UNTRIED PRISONER AND HIS DEFENSE, *by Leon Stern. Published as a supplement to The Prison Journal of the Pennsylvania Prison Society, 311 South Juniper Street, Philadelphia.*

A STUDY of 982 cases made for the Committee on Penal Affairs of the Pennsylvania Public Charities Association, with recommendations for the kind of service which might be supplied for defendents in criminal charges who are without funds.

WELFARE ADMINISTRATION IN NEW YORK STATE CITIES, *by Hugh R. Jackson. Publication No. 26 of the New York State Conference of Mayors and Other Municipal Officials, Bureau of Training and Research, Albany, N. Y. Price, $1.50.*

A STUDY under the auspices of the publishing body and the School of Citizenship and Public Affairs, Syracuse University, of twenty municipal welfare departments, not including New York City. Recommendations are in line with progressive practice.

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State University, with a staff drawn from experts of national agencies.

Four general fields of activity will be studied:

Dependency, including the care of the aged, the unemployed, the mentally deficient, the transient and the Negro.

Community health, including public and private hospitals, clinics, nursing service, health education and medical social service.

Leisure-time activities as conducted by the city government, the board of education and by voluntary agencies.

Community organization for the financing and coordination of welfare activities.

Dance Marathoneers

TO most people of common intelligence the dance marathon is a manifestation of *dementia Americana* of no particular importance. But to social workers concerned with protective measures for young girls the spread and popularity of this extraordinary form of amusement is occasioning considerable anxiety. So much so indeed that the Girls' Protective Council chairman, Ruth Roberts Mix, 17 Lincoln Street, New Haven, Conn., is studying the development and collecting material on its social-hygiene aspects for possible discussion at the National Conference of Social Work in Kansas City.

There are more of these marathons than most people realize and the morbid interest they attract is growing rather than diminishing. Communities generally do not object to them, since they seem to bring a little money out of hiding. They run continuously anywhere from one to six months. The girl participants are not only recruited locally, but follow the marathons from place to place exposed to all sorts of physical and emotional excitement and demoralizing influences. Says Mrs. Mix, from her observations in New England:

> Couples who win favor are showered with money, called a "spray," often as much as $30 or $40 a night. Many girls receive gifts of clothing, jewelry and even money from marathon fans. The girls frankly say that the two partners take turns sleeping, literally carrying each other while continuing to shuffle along. When a girl becomes a favorite with an audience the management often arranges a solo act for her and her partner, crooning perhaps, or broadcasting her impressions of the marathon—with her feet moving all the time of course.

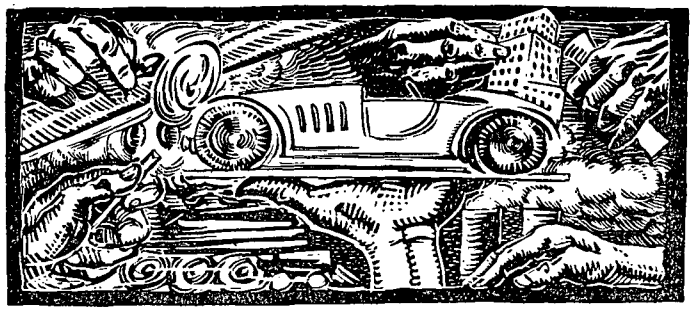
And as if the dancathon were not enough, the kissathon may be put on as a side attraction with couples competing against a record held by a Chicago couple who "kissed without a break" for six hours and thirty-seven minutes.

Mrs. Mix will be grateful for information concerning marathons, dance or kiss, facts about the girls who frequent them and especially of the results of efforts to license or supervise them.

INMATES of the U. S. Industrial Reformatory at Chillicothe, O., now have an advisory council of sixty-five members, one to every ten of the dormitory population, with an executive committee of fifteen, to bring matters of general welfare before the administrative officers. Early proposals concerned recreation facilities and suggested means for cutting down electric-light bills.

THE latest important step for the suppression of international traffic in women and children is the convention adopted by the Assembly of the League of Nations which prohibits carrying a woman or girl of full age (over 21) into another country for immoral purposes even with her own consent. Fourteen countries, among which the United States is not counted, have signed the convention. Time for consideration ends on April 1.

AFTER considerable experimenting, the New Jersey Department of Institutions and Agencies has established a system of uniform statistical reporting for state penal and correctional institutions which will, it is believed, accumulate data on which policies may be determined and future plans based. The data will also afford a measure of the effectiveness of institutional management and will yield light on individual and social causative factors in anti-social behavior.



INDUSTRY

The Code Makes a Difference

THAT NRA has definitely raised work standards of women in cotton mills is shown in a bulletin just issued by the Women's Bureau, U. S. Department of Labor (Work Conditions of Women in Cotton Mills. Superintendent of Documents, Washington). Actual conditions in mills both North and South in 1932 are compared with minimum code provisions. The 1932 study covered two thirds of the women cotton-mill workers in Maine, South Carolina and Texas. From actual payroll records, of one week's work, the Maine median was found to be $11.10, South Carolina, $7.70, Texas, $7.60. These figures are seen to be exceedingly low when it is remembered that half the women earned less than these amounts. For a full-time week, the figures were $13, $11.10 and $9.65. Weekly hours in Maine were 54, in the South, 55. No women were found on night shifts in Maine, but 11 percent of the women in South Carolina, 9 percent of those in Texas were working nights. An 11-hour shift, five nights a week was the schedule of nine tenths of the Texas night workers. Under the cotton-textile code, no full-time worker in the North can be paid less than $13 a week, and in the South, $12 a week. The excessively long hours have been reduced to a maximum of 40 a week. Night work for women is abolished.

EAC

TO acquaint Negro workers with NRA machinery and code provisions, and to provide an agency to receive and handle their complaints on code violations, another alphabetical agency, the EAC, appears on the scene.

This National Emergency Advisory Council for Negroes is headed by C. C. Spaulding of Durham, N. C., as chairman. T. Arnold Hill of the National Urban League, under which EAC is being organized, is national advisor. Jesse O. Thomas of Atlanta is southern organizer. The plan calls for councils in cities and states, with a national council composed of state chairmen and fifteen members-at-large. The handbook published for EAC by the League (1113 Broadway, New York; price, 10 cents) is a valuable reference pamphlet for all of us, for it includes clear, simple statements of the purpose and function of the nine major agencies set up by the emergency legislation.

Young Field Hands

STRETCHING the recovery program to include protection for child workers in fields as well as in factories, the secretary of labor has appointed a committee "to take immediate steps to formulate a plan for reorganization of labor policies and to present suggestions for improving labor conditions in the sugar-beet fields." Charles Wyzanski, Jr., solicitor of the Labor Department is chairman of the committee, the other six members of which are drawn from the Department of Agriculture and the AAA. The Children's Bureau is not represented, nor is the National Child Labor Committee. The only code in the sugar industry is the code for refineries, which does not cover production of the raw material. Senator Costigan of Colorado has suggested that

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sugar beets be defined as "a basic commodity," permitting the levying of a processing tax, with contracts that include labor provisions.

There are no figures available as to the number of children employed in the beet fields, many of whom do heavy work for long hours and meager wages, and whose schooling is seriously interrupted by their toil. The number of migratory families in the beet fields has decreased in recent years, many of the workers having become year-round residents of the communities. A large percentage of these families, relief agencies report, are "on the rolls," since their wages are insufficient to tide them over the "off season."

Plan and Performance

THE joint legislative committee, directed last spring to investigate the wages and working conditions of children in Pennsylvania submitted its report some weeks ago, based on hearings in eight cities. The study covered the men's, women's and children's clothing industries, textiles, hosiery, candy, cigar and paper-box-making industries, the 5-and-10-cent stores, beauty parlors and restaurants. The report concluded that sweatshops "constitute a disease or cancer antagonistic to reputable and responsible industry, and require therefore remedial and preventive legislation to make the existence of such sweatshops or any future continuation of them or survival of them impossible." Supporting data, based on a full-time week in May, were secured by the State Labor Department from 111 plant payrolls. A minority report, submitted by four committee members, minimized the importance of the findings of the majority report, largely because so few complaints (288) were received. The American Child, publication of the National Child Labor Committee, comments:

> In view of the extensive payroll data compiled by the Labor Department, this seems to indicate intimidated workers afraid to risk their miserable jobs by protesting, rather than lack of grounds for complaint.

The majority report pointed to the need for state legislation to reinforce and perpetuate the improvements under the codes, including a minimum-wage law, shorter work day and work week for women and minors, regulation of home work, provision for registering industrial establishments and for collecting unpaid wages. Bills embodying most of this program were introduced in the special legislative session which has just adjourned, but, though ratification of the child-labor amendment was secured, most of the measures went down to defeat.

Where We Work

AS a prelude to consideration of "economic planning as a national policy" in this country, the University of Minnesota Employment Stabilization Research Institute reports a survey, which, under a forbidding title, defines some of the problems involved. The report, The Location of Manufactures in the United States, 1899–1929 (Volume II, No. 6, price, $1) summarizes a study which, among other things, sets out:

> To determine which industries are stable in location and which are shifting; to ascertain the individual industries contributing to the development or decline of geographical areas; to discover what external conditions determine location; to discover what internal characteristics accompany high or low concentration of industry.

The "manufacturing belt" was found to include the New England states, except Vermont, the Middle-Atlantic and East-Central States, and Delaware. Here were found 70 percent of the country's wage earners in 1929. It was found, however, that the states west of Pennsylvania had increased in employment density in the period studied, while the New England states have increased less rapidly or declined. A rough relationship between location of certain basic industries, and of fabricating industries dependent on them was found. Further, "There is a tendency for manufacturing employment in general to become distributed more nearly in accord with the distribution of population." Thus concentrated industries, such as clothing and textiles, have "moved westward in about the same degree as manufacturing in general."

The report not only offers a wealth of interesting and pertinent material, but indicates fields where more intensive research is required, notably, study of individual industries.

The Long Arm

PWA announces a drive on the "kick-back," the racket which compels workers on non-federal construction projects being built with PWA loans and grants, to return part of their pay to the employing contractor. Harold L. Ickes, public works' administrator, has set up machinery which, with cooperation from the workers, is believed adequate to afford them complete protection.

A contractor using the "kick-back" requires his workers to sign payrolls certifying that they received more money for the week's work than they found in their pay envelopes. Any who complain are informed that if they do not like the system they are free to quit and look for another job. Since the racket can continue only so long as there is no authority to whom the worker can appeal without fear of losing his job, the administrator has established such an authority. An inspector, employed and paid by the PWA is assigned to each non-federal project as soon as construction is ready to begin. Any workman who feels himself the victim of any form of extortion may appeal to the inspector. If the charge is sustained, the inspector will compel the contractor to make restitution. The inspector has authority to go into the contractor's time-books and other records. If any workman makes such a report to the inspector and is unable to obtain immediate satisfaction, he may write direct to the PWA in Washington. Secret-service operators will be put to work to discover whether there has been collusion between the inspector and contractors or local officials. The power behind the plan is the fact that the PWA holds the purse strings on every allotment until the work to be done under it is finished. PWA will refuse to grant funds under the allotment when the provisions for protection of workmen, contained in all bond-purchase contracts and grant agreements, are violated by contractors or local officials.

ESTIMATES of a minimum-decency wage for a single employed woman this winter, made by state officials, is reported by the Women's Bureau as ranging from $12.50 to $17.20 a week for differing localities.

A PAMPHLET summarizing the vigorous discussion of the labor provisions of the codes at the second annual meeting of the Labor Standards' Conference is offered by the National Consumers' League, 156 Fifth Avenue, New York, price 10 cents.

CONVENIENT for club leaders, debaters (affirmative), students and good citizens generally is the new handbook offered by the National Child Labor Committee, which, in small compass, discusses, The Child Labor Amendment: What it is, what it would do, who supports it; answers to objections (419 Fourth Avenue, New York. One copy free; quantity rates).

LABOR'S fight for representation on the National Bituminous Coal Industrial Board was won when President Roosevelt last month appointed to membership John L. Lewis, president of the United Mine Workers of America, the American Federation of Labor soft-coal union. The board, at this writing, is considering the menace to the coal-stabilization program of the coal code offered by the cut-throat price war raging in five states. F. E. Berquist, coal expert formerly in the Bureau of Mines, was also appointed to the board which, in addition to General Johnson and the two new members includes nine operators and the presidential members of the five divisional code authorities.

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UNEMPLOYMENT AND COMMUNITY ACTION

JOANNA C. COLCORD

This department is an emergency information service to public officials and to members, executives and supervisors of citizens' committees. News of interesting developments will be gratefully received by the editors, Russell Sage Foundation, 130 East 22 Street, New York

RUSSELL H. KURTZ

Civil Works for the Professional

WHEN CWA and later CWS entered the relief picture, many state and local relief administrations with experience only in the more stereotyped forms of work relief and public works found themselves faced with the problem of setting up projects suitable for persons with education and training along special lines. Great ingenuity and flexibility was required, on the part of official bodies and unofficial professional organizations to get these undertakings started. In this department, in The Survey of January, reference was made to numerous projects in local history and the salvaging of public records and memorials; to this should be added a recent project in Alabama for marking historic spots of importance along the highways.

Communities are generally aware of the opportunity to organize projects for trained people in education and in nursing. Mention is made here of some of the more unusual projects.

LIBRARY PROJECTS: The library of the US Department of Agriculture will employ twelve skilled women to oil leather bindings, clean, catalogue and arrange books. Fifty-one workers, mostly men with training in journalism, are making an index for the Library of Congress of portraits that have appeared in illustrated books and periodicals. In *St. Louis, Mo.*, where fifty-five persons have been assigned to supplement the staff of the Public Library, four will be men capable of arranging a quantity of material in German. Women assigned to the *Evanston, Ill.*, Public Library will prepare files of its rare and expensive books.

RECREATIONAL PROJECTS: *Los Angeles* has employed more than fifteen hundred white-collar workers under the joint supervision of the County Department of Recreation Camps and Playgrounds and of the Probation Department of the Juvenile Court, to extend the use of playgrounds and keep recreation facilities open and available. A 13 percent reduction in juvenile-delinquency cases during the summer is ascribed chiefly to the efficiency with which this project was conducted.

PROJECTS IN THE ARTS: The Department of National Parks, Buildings and Reservations (Department of the Interior) is conducting in every state a survey of historical buildings which will give employment to architects and draftsmen. Others will be employed on the design and construction of subsistence homesteads, which has been made a federal CW project in *Indiana, Wisconsin* and *West Virginia*.

The federal employment of painters and sculptors to beautify public buildings is expected to employ twenty-five hundred artists, and has been fully described in the newspapers.

The Board of Education in *New York City*, in cooperation with the Actors' Equity Association, will employ 150 actors, to present free plays in schools, hospitals, recreation centers and museums.

Baltimore is using unemployed musicians to play for park dances. *Springfield, Mass.* and *Los Angeles, Cal.*, are two of many cities which are organizing a CW symphony orchestra, with time for practice and rehearsals included in the working-week of thirty hours.

There is even the record of one poet being employed on a CWS salary, and assigned to the Language Research Institute at *New York* University to prepare study material in simple verse for use in the evening-school classes for foreigners.

SCIENTIFIC PROJECTS: The services of persons trained in archeology are being utilized in the excavation and restoration of prehistoric Indian mounds and village sites in *California, Florida, Georgia, North Carolina* and *Tennessee* (federal project).

In *Evanston, Ill.*, a woman biologist has been assigned to laboratory work in connection with a study of amoebic dysentery.

ENGINEERING PROJECTS: *Illinois* will employ CW civil engineers, under the direction of the US Coast and Geodetic Survey, to establish two thousand bench-marks throughout the state, to serve as accurate reference points for future engineering surveys. Unemployed chemists and engineers will also be used to make a state-wide survey of water resources, with analysis of sources of water supply and of the mineral constituents of the water.

For the Illinois Geological Survey, the CWA is assigning sixty-six geologists, chemists, ceramists, physicists and engineers to assist in a study of the state's mineral resources, with special reference to new and improved uses.

CIVIC PROJECTS: *Chicago* is using a staff of CW mechanical engineers in a smoke-abatement project by inspection and educational methods.

Toledo is undertaking with CW employes inquiries into various phases of city and county government, including studies of tax delinquency and special assessments; analysis of municipal revenues other than through taxation; and is making a codification of city ordinances. This is part of a federal project to be conducted in various cities.

In *Missouri*, twenty women with legal training are engaged in codifying the state welfare laws under the supervision of a woman legal advisor to a social-welfare agency.

Chicago began on January 2 a survey of house occupancy and a census of population, drawing from the ranks of the unemployed twenty-five hundred enumerators, beside a staff of persons with experience in statistical method.

New York City is also taking an experimental unemployment census with sixty-four CWS employes, a project of the Department of Public Welfare under the technical direction of Ralph Hurlin of the Russell Sage Foundation. The "sampling method" developed in his department will be used (as described by Margaret Hogg in her book, The Incidence of Work Shortage.)

FERA Grants in 1933

GRANTS made by the FERA from May 23, 1933 through December 31, 1933 totalled as follows:

For general relief purposes:		
"Matching"	$199,808,344	
"Discretionary"	95,015,944	$294,824,288
Special grants:		
Transient relief		3,775,555
Self-help organization		273,344
Educational program		1,721,801
Commodities		23,833,500
Total		$324,428,488

New York, Pennsylvania, Illinois, Michigan and *Ohio* received the largest allocations, ranking in the order named. The combined grants to these five states accounted for 44 percent of the total.

California headed the list of both transient-relief and self-help

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grants. *Ohio* received the largest allocation for educational purposes and *Pennsylvania* for commodity distribution.

Virginia received the lowest amount of federal aid in proportion to its population and *Florida* the highest. The difference between these two extremes was over 1200 percent.

Noteworthy contrasts were the low grants per capita of population to *North Carolina*, the high to *South Carolina;* low to *Wyoming*, high to *Montana;* low to *New Mexico*, high to *Arizona;* low to *Kentucky*, high to *West Virginia*. The grants to the eight largest states in the Union were in almost direct proportion to their population.

Unemployment Relief Census

IT will be recalled that the statistical division of the FERA took a census recently of all the families and non-family persons, except transients, who received relief during October. A preliminary report based upon this census is now available. Over 3 million relief "cases," involving nearly 12½ million persons were covered by the study. Some of the interesting findings were:

Children, the least equipped of all to battle against the rigors of the depression, constitute a surprisingly large proportion of the relief burden of the nation. Forty-two percent of all the persons receiving relief were children under sixteen years of age, more than one third of them being of pre-school age. In the 1930 Census of Population children under sixteen are shown to constitute only about 31 percent of the total population of the nation.

The hardships being endured by Negro families and the efforts that are being made to lighten their distress are clearly evident in the Relief Census figures. Negro families make up over 18 percent of the total number of families receiving relief, whereas the total number of Negro families in the United States comprises only 9.4 percent of all the families of the nation.

One of the surprising situations revealed is that non-family persons appear on relief in far greater numbers than can be accounted for by the 1930 Census of Population. They make up 13 percent of the total number of relief families, whereas for the country as a whole, they comprise only 8 percent of the population.

The largest number of persons receiving relief fall in families having four members.

The relief census does not bring out prominently the hardships that have been endured by older people, but this is no doubt due to the fact that many dependent aged persons are cared for from other than unemployment relief funds. The Relief Census showed that men and women past fifty-four years of age comprised approximately 9 percent of the persons in the relief families, whereas the 1930 Census reported that persons of these ages made up about 12 percent of the population of the country.

Chicago

THE past few months have been full of headaches for the social-work and relief fraternity of *Chicago*. And this time the trouble has been not financial but organizational.

Under the protecting wing of the Illinois Emergency Relief Commission, the unemployment-relief job in Chicago and Cook County had been handled by the County Bureau of Public Welfare since early in 1932. The emergency relief function was lodged in an Unemployment Relief Service, distinct from the permanent family-service division of the Bureau, but under the general supervision of the director of that well-established agency. Funds for relief and for operation were coming almost entirely from state and federal sources, however, a fact which had heretofore caused the State Commission to take control of policy though not of actual administration.

This set-up was overthrown in the late fall months by the assumption on the part of the State Commission of direct administrative control of the county URS. The latter is now operated as a state relief agency superimposed upon the community and having no official roots in it. The executive secretary of the State Commission is giving part time to the direction of the URS.

Behind this overturn of what social workers had come to look upon as a model public-relief organization lies an unpleasant story of changed attitudes within the Commission, resulting from a shift in membership which brought about a new balance of power within that organization. The governor named as chairman a man with no previous experience with social or relief work, whose official actions would indicate that he cherished decided suspicions that the job was being inefficiently and wastefully done. Under his leadership the commission issued a series of orders which the social-work group considered inept if not destructive in their effects. The result was the kindling of bitter antagonisms which burned fiercely for a number of weeks. It was during this period that this URS was taken over by the commission.

Among the actions which alienated the social-work group was an order to prosecute vigorously all who might be considered guilty of obtaining relief under false pretenses, even though the amount involved might be minor and the guilt more technical than real. This ran counter to an effort which the relief organization had been making for a number of weeks to sort out such cases for a variety of action ranging from simple restitution to punitive prosecution (see The Survey December 1933, page 423). The social workers prevailed upon the Bar Association to name a committee to defend these cases, with the final result that a return to more moderate measures has been achieved.

Another "overt act" was an order emanating from the Commission to the URS to discharge a group of workers suspected of too liberal economic affiliations. This was resisted at first but eventually was complied with in the case of five persons, three of whom contested the issue and were later reinstated.

The bitterness engendered by these and similar conflicts between the Commission and the social workers has abated somewhat in recent weeks due to the efforts of a number of people, particularly the Commission's executive secretary, to restore harmony. It is a pleasure to report that relief standards, so far as the clients were concerned, were not affected by the disputes over administrative procedure.

Cash Relief Urged

ERIC J. BIDDLE, director of the State Emergency Relief Board of *Pennsylvania*, has transmitted to the governor a report covering the period from September 1932 to October 1933 inclusive. This report in addition to a comprehensive history of relief in the state prior to and after the establishment of the Board, with text of laws, bibliography and full statistical appendices, contains a chapter on Appraisal of the Program and Recommendations for the Future which is of the utmost interest.

Mr. Biddle urges: (1) that the state government begin now to plan "a long-time relief program which will bring back the local community as a more active participant in the federal-state-local partnership"; (2) that "there be vested in the State Relief Administration a full measure of responsibility and the necessary power to insure maintenance of standards of local relief administrations. Full power to coordinate local, state and federal relief expenditures should also be vested in the State Administration;" (3) that state and local unpaid Citizens' Boards be retained as the head of local administrative units; (4) that personnel engaged in the relief program be brought under civil service to minimize political interference; (5) that work relief be abolished, since its place has been taken by real work at real wages under the CWA; (6) that rents should be included in the family budget and paid out of relief funds as necessary; and finally, (7) that "any long-time relief program that may be developed in the state should beyond question provide for relief in cash, and cash only. It is further recommended that such a system be adopted not later than the regular session of the legislature in 1935."

Appended to the main report is a report by Roger F. Evans (who directed the work-relief program in Philadelphia under the Lloyd Committee,) upon the place of work in an unemployment-relief program. After study of the present system, Mr. Evans concludes that "under present Pennsylvania conditions any conditional mixing of work and public relief is both socially and economically unsound."

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Relief is as necessary as work is desirable, but conditioning one on the other leads only into a deepening morass and defeats our purpose by complicating, enlarging and perpetuating the very relief problem that we have every need to simplify and reduce.

In brief, we know that work relief is no real substitute for employment. In our honest moments, we have admitted that it was only an attempt to make relief more value-creating. But now we find that it only increases our problem so that our wiser course is frankly to acknowledge it and set out to reduce it.

Unequivocal abandonment of any attempt to make work a *quid pro quo* for the granting of public relief or need the main qualification for public employment, while encouraging as an entirely separate matter, the development wherever genuine leadership exists of self-generating and self-rewarding voluntary programs to make communities better places to live in.

Space will not permit the steps through which Mr. Evans arrives at this point; but his report should be carefully read by all in charge of work relief, civil works and civil-works service.

FERA and CWA—General

BEFORE Civil Works came a cropper in the latter part of January (see page 35 of this issue), there were a number of important developments in both the CWA and FERA programs. At this date (January 29) we are too close to the events of the readjustment going on at Washington to venture an opinion as to permanence of these developments. Many of them may be cancelled by the apparent necessity for retrenchment.

In another paragraph in this department appears a list of a number of highly interesting special work projects devised for professional and skilled workers. In addition to these ingenious local projects there were a wide variety of other non-construction enterprises launched all over the country. The educational work-relief program is a case in point.

Workers' Education. One of the later areas of the adult education field to be entered by the CWS was that of workers' education. On January 16 an order went out to all state relief administrations authorizing them to appoint full-time state directors to sponsor and administer workers' educational activities within their jurisdictions. Hilda Smith was named FERA Specialist in Workers' Education.

Miss Smith had already been in touch with the members of the Affiliated Schools for Workers, the YWCA's and International Institutes, and similar groups, and had prepared a "memorandum of policies to guide the organization and instruction of workers' education classes." This manual has gone out to all state administrations. Whether classes will actually be formed, now that the financial situation has become pressing, remains to be seen.

CWA Safety Campaign. As reported previously, this got under way in December through the appointment of a national director of safety and corps of state and local directors and safety inspectors. By the middle of January it had developed to a high degree of efficiency and had built up a personnel of over six hundred inspectors engaged in the prevention of accidents to the 4 million employed on CWA projects.

Commodity Distribution. The Federal Surplus Relief Corporation has continued to cooperate with the AAA in taking commodity surpluses off the market, distributing them to its relief clients and to hospitals and welfare institutions. Among its larger purchases during the past month were 3½ million pounds of cheese, 6 million pounds of butter and a million cotton blankets.

Women's Work. On January 19 it was reported that 202,938 women were employed on CWA and CWS projects throughout the country on a wide range of jobs. "Artisan and artist, clerk and consultant, stenographer and statistician, seamstress, nurse, lawyer, dietitian, landscape architect, canning-helpers, mattress-makers, in fact all up and down the list of vocations and professions, women are finding places for useful employment and are grateful to again be independent and self-supporting."

Transient Control. At a conference with railroad officials and police on January 4, an agreement was reached wherein the latter will tighten up on their efforts to prevent trespassing and vagrancy, in view of the progress that has been made in setting up transient bureaus and shelters in all of the states.

The railway police will handle these transients or illegal train riders the same as in the past; that is, such persons will be taken into custody and arraigned before the proper authority. The director of transient activities will arrange to contact the local justices before whom these transients will be arraigned, and arrange to suspend sentence and parole in the custody of the FERA representatives the transients brought into court, who are apparently deserving of consideration and assistance. . . . It is not intended that trespassers on railway property are to be sentenced to serve commitments to jails, but rather that they are to be released to FERA representatives for care.

Subsistence Gardens

IN a recent bulletin, the *Illinois* Emergency Relief Commission outlines its subsistence-garden policy for the coming season. After experimenting last year with backyard gardens and mass-production gardens, the Commission has decided not to include them in its program for 1934. Emphasis will be placed on the use of the individual plot in a large community area, but individual vacant lots adjacent to towns and cities may be used, if necessary. A serious attempt is to be made to provide families with a worthwhile contribution to their own support. It is held that no garden should produce less than $40 worth of food and that as high as $125 worth is easily attainable under favorable conditions.

The necessity for qualified supervision of gardens became so apparent in 1933 that this year the Commission will not distribute seed to any county until a director of gardens is appointed. For this position the county garden committee nominates two or more qualified candidates, but the final appointment rests with the state director of subsistence gardens. The amount the Commission contributes towards the salary of each director varies according to the number of families in the county participating in the program.

The Gardens Committee of the *Cleveland* Employment Commission has just issued its annual report which describes its 1933 garden project for nearly eight thousand families. Three thousand of these families had home gardens while seventeen large field gardens with a total area of four hundred acres provided individual plots for the other five thousand. Reports are available only for the latter group. These show that in spite of one of the driest seasons on record, the gardens were very successful and the value of the food produced, estimated at wholesale prices, reached the sizable figure of $156,857.

In a supplement to its report, the Committee has brought together much valuable information concerning the detailed procedure of administration and management of its project and has included samples of the forms which were used.

CWA Flood Relief

THE CWA in the State of *Washington* is throwing its facilities, as an emergency measure, into the rehabilitation of counties devastated by the recent floods. Local CWA's have been granted additional quotas for this purpose, and are instructed to allocate workers to emergency flood relief; and also to projects made necessary because of the flood, but which, in addition to restoring the original service, really constitute an improvement over the previous condition. For projects in the latter class, they are allowed considerable latitude to suspend other CWA projects and turn men from their regular quota into the new projects.

Public works in this program are under the direction of local political subdivisions, or of the State Highway Department, materials being supplied from CWA funds up to 20 percent of the cost of the project. Men may also be allocated to chapters of the Red Cross for rehabilitation of damage to private property; but in this case CWA pays the wage-bill only, while cost of material is advanced by the Red Cross, to be later refunded from a special state fund for the purpose.

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Jottings

ALL American traditions were broken when the town of Cheviot, O., refused a PWA grant of $3000 saying that it preferred to pay for its own sewer.

CIVIL WORKS has entailed for Uncle Sam's bookkeepers the handling of some 50 million checks over and above the 31 million annual average to which it is geared.

A REWARD of $1000 is offered by the American Civil Liberties Union, 100 Fifth Avenue, New York, for information leading to the arrest and final conviction of any member of the San Jose lynch mob.

THE proposed code of the circus industry prohibits the employment, as common labor, of anyone under eighteen, thereby putting a crimp in the small boy's ambition to get a job watering the elephants.

FOLLOWING his nose to the source of an unmistakable odor the principal keeper of a New York county penitentiary found five gallons of brew busily fermenting in a large fire extinguisher in the main cell-block.

THE speech of President Roosevelt is an example of the best "American English" spoken in this country, according to the eighteenth annual convention of the National Association of Teachers of Speech.

A COMMITTEE of Indian experts and business men has been appointed by Secretary of the Interior Harold L. Ickes, to devise means for the revival of Indian arts and crafts, including training, production and marketing.

PENNSYLVANIA is the latest state to join the roll of twenty-seven now providing some form of old-age assistance, twelve of them having been added in 1933. In twenty-one states assistance is mandatory on the counties.

AN Adult Education Center, a forum rather than a school, with no tuition, entrance requirements or credits, has been opened in San Francisco under the direction of Alexander Meiklejohn, formerly of the University of Wisconsin.

LAWYERS' guilds, similar to medical clinics, were proposed at the meeting of the Association of American Law Schools by Professor Karl Llewellyn of Columbia. The guilds would have power to fix fees and assign lawyers to cases.

FOR twenty girls barred from college by hard times, Mt. Holyoke is offering a year's work at the YWCA, Hartford, Conn. In all but geography the girls are Mt. Holyoke freshmen. Their credits will also be accepted by other colleges.

OF $513 million collected by states from gasoline taxes in 1932 only $19 million, or less than 4 percent, was returned to municipalities, despite the fact that about half the mileage travelled by motor vehicles in the United States is on city streets.

ALL establishments engaged in retailing, wholesaling, service, amusements and hotels will be included in the business census being taken by 16,000 white-collar unemployed between January 1 and February 15, under the direction of the Bureau of the Census.

A COMMISSION of educators and penologists has been appointed by Governor Lehman of New York to examine and evaluate educational programs in penal institutions and to incorporate tested methods into the curricula of various institutions, especially those for young offenders.

IN SPITE of 1933 being what it was economically three new Jewish Center buildings were completed and dedicated, one in San Francisco, one in Detroit and one, this a commodious new wing, in Brooklyn. All three provide modern facilities for social, cultural and recreational activities.

THE gloom of a New York winter was appreciably lightened for those who read the Secretary of State's annual list of defunct corporations finding therein such imagination ticklers as Garden of Eve, Inc., Half a Widow, Inc., Lady Screams, Inc., and Home of Marcos Coll's Poem of Peace, Inc.

AT a cost of three and a half million of PWA funds the CWA is making a series of real property inventories in a hundred cities which will, while providing white-collar jobs, afford a guide for the immediate future of construction and a general picture of the social aspects of housing.

DURING its past fiscal year the Library of Congress acquired new books requiring 2.9 miles of shelf room. The Library now includes more than seven and a half million numbers and is growing at the rate of about a million volumes every six years. An annex costing $6,500,000 is under construction.

THE Jewish Conciliation Court of America handled more cases during 1933 than in any of its ten previous years. To economic conditions it attributes its conclusion that "disputes between husband and wife and between children and parents are occurring with greater frequency than ever before."

EXPENDITURES for education in American cities of all types were reduced last year on an average of 22 percent, says Commissioner of Education George F. Zook. On the child entering school in the fall of 1932 the community spent during the year, $113. The child entering last fall will have $90 spent on him.

CWA, finding jobs for unemployed artists, was informed by Detroit school authorities that gnomes, pixies, Mother Goose and Alice in Wonderland characters as schoolroom decorations "may have an unfortunate effect on the juvenile imaginations." Panels depicting the origins of musical instruments were finally held safe.

ANOTHER new agency has been added to those private agencies concerned with governmental problems housed together at 850 East 58 street, Chicago. It is the National Association of Housing Officials which purposes to formulate standards of housing management and to act as a clearing house for information and personnel. Charles S. Ascher is the director.

THE kind of adult education that a good many people are talking about is being practiced in Wisconsin through discussion forums organized by vocational schools in various cities with a leader, Prof. H. R. Doering, supplied by the extension division of the State University. Topics for the six meetings of a course bear on the factors involved in the national recovery program.

THE problem of government personnel, federal, state and local, affecting directly two and a half million government employes, and indirectly every taxpayer, is being studied by the Commission of Inquiry on Public Service Personnel appointed for that purpose by the Social Science Research Council. A report is promised by the end of the year. Luther Gulick, 250 Park Avenue, New York, is director.

THE twelfth annual study of municipal taxation in 310 American and 18 Canadian cities, made by C. E. Rightor of the Detroit Bureau of Municipal Research shows that of cities of 50,000 and over Chicago had in 1933 the highest tax-rate—$73.50 per thousand, and Lancaster, Pa., the lowest, $14.50. Of the thirteen cities of half a million or more Chicago still held its lead with New York scoring lowest with a rate of $24.30.

THE School of Land Economics, conducted by the Institute for Land Research, is offering in its second semester, now beginning, six courses pertinent to the present housing situation. They are: General Land Economics, Problems in Land Use and Planning, Real Property Law, Real Estate Appraisals, Assessments and Taxation and Current Housing Problems, this last a seminar. For details address John E. Burton, 551 Fifth Avenue, New York.

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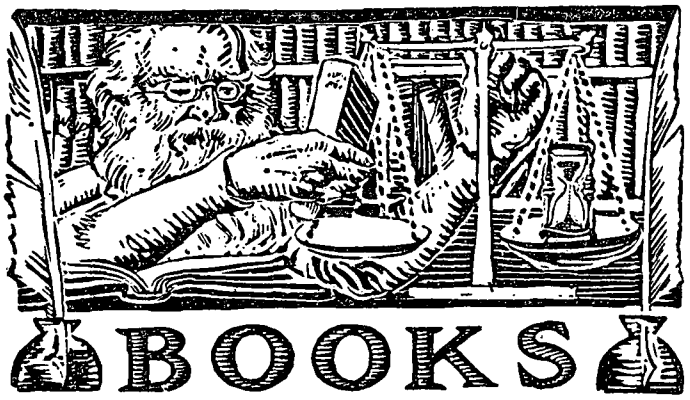

A Feminist Physician Speaks

MODERN WOMAN AND SEX, *by Rachelle S. Yarros, M.D. Vanguard Press. 218 pp. Price $2 postpaid of The Survey.*

IN her approach to this vexed subject Dr. Yarros is entirely modern in that she treats the problems involved at first hand and with an open mind. She is thoroughly conversant with the current theories as well as the older creeds and traditional social codes, and she discusses them freely, but she comes to grips with the subject through her own experience as a physician and publicist. Her experience has been long and varied and has brought her into confidential relations with thousands of patients. As professor of obstetrics and lecturer on sex hygiene in the medical college of the University of Illinois, as the executive officer of the Illinois Society for Birth Control, and as secretary of the Illinois Social Hygiene League with the Social Hygiene Center and also director of its Educational Department and of the Pre-Marital, Marital and Parental Consultation Service which was established in connection with the League and has been widely used, Dr. Yarros is equipped as few people are to discuss the modern woman and sex.

For many years Dr. Yarros and her husband Victor Yarros were residents of Hull-House, and during this time Dr. Yarros gave clinical instruction to numbers of medical students in the homes of the women in the districts surrounding the Settlement. I recall one morning when she came in to breakfast and announced that the three-thousandth child had been safely delivered. I once heard an urchin who was passing Hull-House say to the pal at his side, "Here is where the lady lives who borned me."

Dr. Yarros is as modern as the most recent novelist when she deals with the sex relation; but she insists it can never be properly shared by both partners until the old morbid attitudes are brought to an end through the spread of healthy and sound ideas. She advocates sane sex education for all; birth control where it is medically or socially indicated; easy divorce as a far better path than trial marriage for dealing with the difficulties which Judge Lindsay hoped to meet by the latter method. Prostitution she relates to the general economic situation with its insecurity, and insists that it can be properly treated only in connection with other social reforms.

The discussion of abortion is one of the most arresting parts of the book, and Dr. Yarros, comparing our position with that of Russia, concludes: "I am certain that we must change our laws and allow physicians to induce abortions not only on imperative grounds of danger to life, but also on other grounds, under proper safeguards."

The fact that Dr. Yarros is so fearless in her conclusions on such points gives the more weight to her rejection of loose, fleeting and experimental sex relations. She declares that "promiscuity is not a system, but the negation of a system" and "if monogamy were unnatural it would long since have been superseded." "Happiness without . . . self-discipline and sublimation of passions and appetites is impossible to an evolved human being." She concludes: "I can honestly say that I have seen no happiness resulting from illicit relations." "Thus is a plumb-line radical turned by the logic of fact into a half-apologetic pragmatist."

When the so-called radical dares to adopt a conservative position, he pleases neither the radicals nor the conservatives; but the majority of us who, after all, walk the middle way, are singularly reassured by him. Something of this comforting reassurance in regard to the modern woman and sex is brought home to us by Dr. Yarros's brilliant book.

JANE ADDAMS
Hull-House, Chicago

Adult Education for Life

ADULT EDUCATION AND THE SOCIAL SCENE, *by Ruth Kotinsky. Foreword by W. H. Kilpatrick. Appleton-Century. 208 pages. Price $2 postpaid of The Survey.*

MISS KOTINSKY believes that adult education, as practiced in America up to now, has failed to accomplish as much as might have been possible, largely because of fragmentary programs and superficial theory. She believes that it may be—must be—made an instrument whereby mature men and women can not only understand their own lives but find effective ways of bettering them. "Adults have the opportunity to build the world that they want through the control of their adult experience. Their education must somehow help them to determine what is good, and how to take hold to attain the next level."

No one could quarrel with her ideal, so incisively expressed, although in agreeing with her program of radical reform he might substitute (on advice from Patrick Geddes) "may" for nearly every one of her "musts." She is deeply set in the current fashion of thinking that life's difficulties come from quarrels about ways of achieving a common purpose, instead of from conflicting purposes. But in spite of her impatience with what has been done and is now in the doing, her book has in it a good deal of irreverent wisdom and the basic idea that life itself may be made educative, which she vigorously supports, might well be made the starting point for future thinking on the subject.

LYMAN BRYSON
Independent School District, Des Moines

A Check-up on Birth Control

BIRTH CONTROL IN PRACTICE: Analysis of Ten Thousand Case Histories of the Birth Control Clinical Research Bureau. *Text and Tables by Marie E. Kopp. Prepared under the supervision of a Scientific Advisory Committee, with a foreword by Adolf Meyer, M.D. McBride. 290 pp. Price $3.75 postpaid of The Survey.*

THE lack of scientifically established fact in the field of this study and the distinguished sponsorship and care of the study itself make it doubly welcome. The Birth Control Clinical Research Bureau was started in January 1923 as an independent venture by Margaret Sanger under the laws of New York State, where a physician is permitted to give contraceptive advice for the prevention or cure of disease. This study covers 10,000 consecutive cases admitted from January 1925 to July 1929, giving the social, economic and physical history of the women who sought advice, the methods prescribed by the attending physicians and data on their efficacy as shown by later check-up. The "average" patient who sought the Bureau was a little more than thirty years old, had been married for eight and one-half years and had had four pregnancies. One pregnancy in five had ended in intentional abortion. Two thirds of the women were members of families with incomes of less than $40 a week; families as a whole averaged 4.5 members, with the larger families in the lower-income group. More than 90 percent of the women who came to the Bureau had used contraceptive methods previously; three fifths reported success, the remainder failure with one or more of the measures they had tried. Check-up on experience after recommendations of the Bureau's physicians indicated that if advice was followed regularly, 93.3 percent were successfully protected. A further uncontrovertible value of the birth-control clinic, as shown by this study, was its service in early detection of disease, both constitutional and local, among the women who sought care.

"Primarily granted as a means of relief in the struggle for health, birth control and voluntary parenthood is plainly and naturally a necessary step from surrender to mere chance and casualness to the use of sense and foresight," Dr. Adolf Meyer declares in his foreword to the book. He adds, referring to the study, "Item after item shows that in the future supervised birth-

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control work may have far more therapeutic and health-bringing and health-preserving results than the merely negative aspects of prevention of unwanted pregnancies and that it may also present advances in cultural directions. To bring sex-life in its positive and not only its dismal aspects into contact with safe and sane and intelligent medical experience will be a tremendous forward step beyond the haphazard and often tragic conditions of the present day." As Dr. Meyer points out elsewhere, the work in birth control has been unlike many other forward movements in that it has subjected itself in a most praiseworthy manner to thorough review and detailed statistical study. That study, here detailed fully, "presents most important material and justifies the humane endeavor represented by the movement."

MARY ROSS

Off Again, On Again

WOMEN AND REPEAL, *by Grace C. Root. Harper's. 217 pp. Price $1.50 postpaid of The Survey.*

THIS heavily documented glorification of the Women's Organization for National Prohibition Reform might have been written a decade ago on the Women's Christian Temperance Union. There's no doubt that women are competent campaigners for the things they believe in. The women of the WCTU, seeing the havoc of drink, took advantage of the war sentiment and secured the enactment of the Eighteenth Amendment. The women of the WONPR, seeing their young of both sexes taking to strong drink, took advantage of the trend of the times and rang in the Repeal Amendment. The wry part of it is that both dramatized themselves as working for temperance. Each, convinced of the moral worth of her cause, called in the services of skilled propagandists and together they produced first a flip from wet to dry, then a flop from dry to wet. Following the first we had bootlegging, crime, debauchery of public officials. The second, in its brief weeks, has shown us the bootlegger entrenched by old state dry laws in something like half of the area of the United States including the national capital, poor liquor at profiteering prices, bribery, a monopoly of American whiskey in the hands of trusts. Such violent reversing of legal gears reminds one of the excellent machinery by which motor-cars can run either forward or backward by the revolutions of the same engine. One is tempted to propose a toast to Mrs. Sabin and Mrs. Boole, whose portraits are printed side by side: "To the Ladies: May they learn how to taper off a law."

A. K.

Medicine-Men in New Clothes

BEHIND THE DOOR, *by Logan Clendenning. Knopf. 458 pp. Price $3.75 postpaid of The Survey.*

FRONTIERS OF MEDICINE, *by Morris Fishbein. Century. 207 pp. Price $1 postpaid of The Survey.*

MYSTERY, MAGIC AND MEDICINE, *by Howard W. Haggard. Doubleday Doran. 192 pp. Price $1 postpaid of The Survey.*

THREE Wise Men have gone to the same original sources and have told the history of medicine from the really interesting days when tomtoms drove away spirits to the modern days when tomtoms (plus saxophones) are supposed to raise spirits (or something or other). Fishbein uses the historical material somewhat briefly as a basis for his information on the modern medicine. Clendenning is obviously interested in the old-timers and tells some grand stories, thereby showing that he is as good as DeKruif on the dramatic and leading us to wonder why he wasted his time previously in adolescent wisecracking. Haggard might be said to provide a sort of annotated historical time table through the medical ages which we may use to identify high spots as we click over the rails of the centuries at about the speed of the Twentieth Century Limited arriving half an hour late at Albany and making the Grand Central on the dot.

The Three Wise Men all appear in new rôles. Clendenning's happiest and best one has just been stated. Haggard, hitherto appearing in adipose tomes, produces a volume as thin as the latest edition of Paul Whiteman and making this reviewer, at any rate, present his unsatisfied porridge-bowl and ask for more. This reviewer has always held Haggard's books in high regard. It is no joy, therefore, to state, that, while this is his best-written book, it is his least attractive one, the author having attempted the impossible. One turns to the Clendenning book to expand what Haggard is trying to tell. Fishbein is not himself either. He is too much of a good boy, all dressed up, when he is really at his best out swatting the naughty boys who mulct the public by more or less ingenious methods of healing. His Fads and Quackery in Healing is the real Fishbein. His present book is good but it is too obviously written to fit an editor's pattern for a series (Century of Progress Series) to give the brilliant Chicagoan real opportunity for his swordlike pen.

While Clendenning's book slows down terrifically as it approaches modern days, the earlier medicine has never been presented so well. It is precisely what this reviewer has long wished to see. The book is much better than any of Clendenning's previous efforts in every way. It is the outstanding presentation of medical history. And will be so appreciated by those to whom medical history is of sincere interest. As for the public, many will buy it for the material on obstetrics (a subject always of great lay curiosity) and for a few other touches of a Rabelaisian nature, doubtless put there to corral the suckers. But even such persons will not read the book without becoming fascinated. For here is a real book that ought to be a best seller or even an Anthony Adverse.

HUGH GRANT ROWELL, M.D.
Teachers College, Columbia University

Born So or Made So?

HEREDITY AND ENVIRONMENT. Studies in the Genesis of Psychological Characteristics, *by Gladys C. Schwesinger. Macmillan. 472 pp. Price $4 postpaid of The Survey.*

THE primary purpose of this thorough and comprehensive volume is to serve as a handbook of information for the professional psychologist. It surveys the endless studies in the busy field of intelligence-testing and personality measurement. Its slant is toward appraisal by these techniques of the relative, joint and interacting influences of heredity and environment: which means what an individual John (or Jane) Doe is to begin with, and what the impact of the massive social implementation can make of him. John Doe's psyche, relic of his one-time soul, is subjected to a rigorous inquisitorial examination, from which he may emerge with a sympathy for the guinea-pig.

Two thirds and more of the five hundred crowded pages are occupied with the results of measurements. Every phase of intelligence-testing and every contribution of consequence is noted, and its nugget of conclusion skillfully extracted. For the student who must know his data, this handbook is of immense service; without it, he would be swamped in an unmanageable mass of details. Dr. Schwesinger and her editorial sponsor, Frederick Osborn, have done their work critically.

The general reader, in pragmatic temper, will ask how it comes out. There is no uncertainty as regard to the major entries on the balance-sheet. For the critical determinations, the guiding-lines of development and achievement, John Doe is born so; what he can or is likely to make of himself, is to a significant extent written in his genes. A particularly convincing evidence is that arising from twins reared in like and unlike environments, and the complementary data of unlike children reared in the communities of institutions, or again in the comparison of foster children with natural children. The criterion is similarity of traits as measured by correlation. The resulting graphs speak eloquently.

What fruit the seed will bear depends upon advantage and stimulation. The analysis and judgment of personality confirms it; but this is far more difficult than the analysis of intelligence. John Doe's IQ is more accessible than his temperament and character. The volume serves equally as a compendium on approaches to personality. A comprehensive query asks how far we can go on the basis of this formidable armentarium of inquiry, and how far it is rightly oriented toward the understanding of our individual nature. There is room for grave doubt along with generous approval. The glorification of measurement may become the error

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that makes truth stand so straight that it bends backward. To appraise the significant is more revealing than to plot minutely the secondary or irrelevant. The lack of a coordinating evolutionary concept is conspicuous. Nature's perspective is apt to be lost in the too absorbing pursuit of what the psychologist can reduce to a test situation. It leads to so circular a conclusion as that intelligence is the capacity to pass intelligence tests. The more important stage of interpretation is still to come. There is no substitute for the tests of the actual experiences and situations of real life.

JOSEPH JASTROW

New York City

Childbirth and Folklore

THE STORY OF CHILDBIRTH, *Dr. Palmer Findley. Doubleday, Doran. 361 pp. Price $3 postpaid of The Survey.*

DR. Findley has written a book which just falls short of the promise of its title. There is a considerable amount of scientific data, much of which relates to facts well within the scope of the gynecologist. These portions of the book dealing with maternal infections, maternal mortality rates, and birth control, are especially valuable. Likewise useful are the answers to simple questions relating to physiological facts relating to pregnancy and parturition. A large amount of helpful information is tangled up with much that is culturally and interestingly gathered from the folklore of many lands. One has to wade through so much concerning taboos, ancient and modern, that some readers may find difficulty in grasping why their own pet ideas are erroneous. Individuals thus minded, however, probably would not read the book as it calls for intelligence, discernment and broad interests. Unfortunately much of the anthropological material lacks documentation, just as many of the splendid and interesting illustrations are not referred to in the text. The description and discussion of the modern maternity hospital seems unnecessarily padded by pictures whose significance is rather negative in the present day.

The maximum enjoyment will accrue to those sympathetic with what man has believed and the reasons for it. The story of childbirth merits the telling despite the defects in narration.

New York City IRA S. WILE, M.D.

What Is Social Education?

SOCIAL EDUCATION: An Interpretation of the Principles and Methods Developed by The Inquiry during the years 1923–1933, *by Eduard C. Lindeman. New Republic. 233 pp. Price $1 postpaid of The Survey.*

THE two titles taken together tell perhaps sufficiently well the purport of the book. The reviewer is tempted to dwell reminiscently upon Dr. Lindeman's story of The Inquiry, but it seems better to devote the allotted space to his treatment of social education.

Everyone knows how hard it is to secure a genuine solution to an economic dispute or indeed to any social difficulty which involves opposed personal interests. The worker in this field of social problems will envy the apparent ease with which the natural scientist can delimit his problem, find an "objectively" verifiable solution, and secure the application in practice of his solution. The student of social affairs may thus envy the natural scientist, but he cannot borrow his techniques. The social scene demands its own variety of attack upon its own difficult situation. It is such facts as these which set the problem for our author.

The answer which Dr. Lindeman returns to his problem runs, in brief, somewhat as follows: The method of dealing with a social difficulty is that of social education. But this education is not one which precedes the attack upon the difficulty. Rather is it an education which inheres in a fruitful grappling with the difficulty. Such an education is, paradoxically, at once accompaniment, cause, and result of the fruitful grappling.

Four keywords, are used by Dr. Lindeman to suggest the character of this educative grappling: control, flexibility, relations, and participation. It is *control* we seek, control over the complex mechanisms of our technologic society. Failure here constitutes the social difficulties we face. No adequate ethical control (i. e., from within rather than from without) is possible

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except as the personalities and institutions involved in any dispute become more *flexible*, more plastic to new and wider considerations. This needed flexibility can come only in seeing and accepting new and more adequate *relations* which connect the significant aspects of this present difficulty with other pertinent and wider considerations. The method of effecting this necessary relating is, and must be, shared responsible *participation* in facing the difficulty.

That this process involves education of a most important kind hardly calls for elaboration. To see and accept for action, as a result of shared responsible search, a program of conduct which does in fact take the best attainable account of the varied (originally opposed) interests, this means the development of new insights, new attitudes, and new purposes such as together constitute highly significant education. In the degree that such can be got, individual personal integration on a new high level is effected which means a new and more adequate social orientation. Than this, education can show no more significant or essential definition.

It is to the lasting credit of The Inquiry that it was able through the efforts of Dr. Lindeman and others to develop from a lesser beginning the wholesome socially educative outlook, here so well described. No one will read this little book adequately without feeling indebted to Dr. Lindeman for the new spirit and technique of effectual inquiry therein set forth.

Teachers College, Columbia University WILLIAM H. KILPATRICK

COMMUNICATIONS

What to Read on Cooperation

TO THE EDITOR: I write for some help. I cannot afford to buy any considerable number of books on cooperative associations, but we have one growing up and it should be put into more formal shape, get the principles involved understood and accepted by those in the movement, all without making the mistakes, due to inexperience, which I assume others have made. So the one or two books best suited for our purpose are what we should like to have.

That you may understand the situation, some years ago the Episcopal Church undertook to serve the scattered people in small hamlets, mines and isolated ranches in a territory comprising some five thousand square miles. There was not a church building, not even a hall for any sort of gathering in the entire area. We had hardly gotten started when the government threw open to homestead two great valleys, the Harqua Hala, comprising almost 300,000 acres, and the Renegras, almost as large. Ex-soldiers, who had been patched up out here in veterans' hospitals but had to continue to live here, were given the preference and they with their small children and wives have come out in considerable numbers.

Seeing their poverty-stricken lives, we have established halls for worship and recreation, dancing and other amusements, in each settlement. The wife of our missionary, notwithstanding that she was along in years, a grandmother in fact who might have felt that she had "done her bit" in church work, went to the University of California and put herself to school to learn weaving. She is talented and resourceful. Women all over the Episcopal Church send her their old silk stockings and she is teaching the women all how to weave perfectly beautiful stuff. The men have gone into wood work and we have some beautiful native woods, wonderfully adapted to that work. Still another infant industry is the pressing of wild flowers which we shall frame, or put in trays, sections of floor-lamp shades, and the like. We are incorporating the Harqua Hala Industries and two young clergymen have been added to this field. We hope to be able to find some one who would give us $500 if possible as a revolving fund out of which work could be finished and shipped on consignment to church fairs and the like. Until we get established, it cannot be expected that these fairs and bazars would buy the stuff outright but they would gladly take it on consignment if we had a fund with which to handle it.

We must now put the work into more formal and business-like shape, hence the request for the names and publishers of the best book or two on such cooperative efforts elsewhere, preferably in this country but not necessarily so—we want the best plan irrespective of its origin.

Bishop of Arizona, Phoenix WALTER MITCHELL

TO THE EDITOR: I am looking for light on the consumers' cooperative movement in this country, with a view to starting something now, and would greatly appreciate it if you would give me references which would help me understand why the movement has not had greater growth with us, and whether there are obstacles in our conditions not present in England and western Europe. My work is with self-help groups of unemployed, and some of them are now wanting to establish cooperatives after the Rochdale Plan. If it proves to be practicable, I would like to encourage them. Beyond that, it seems to me to offer great possibilities for the solution of our economic problems, so that I expect my interest in the movement will extend beyond the present emergency.

IRVING M. CLARK

Emergency Relief Administration, Bellevue, Wash.

TO THE EDITOR: Many people just now are looking for light on service for the consumer and are turning to the consumers' cooperative movement. There is a voluminous literature on this subject. In this literature is found presented the history of cooperation, its status, philosophy, methods, and aims. This system of supplying the consumer is based on the democratic principle of one vote for each member and a return to the consumers, in proportion to their patronage, of the surplus savings or difference between the net cost price and the distributing price. The cooperative movement has continued steadily to expand for some eighty years until now the International Cooperative Alliance is composed of 230,000 societies with 70 million members, in forty-two countries with nationally organized movements. These societies supply their members with about every useful commodity and service from food, clothing and housing to banking, insurance and electric power.

Cooperative progress has been slow in this country. The lack of racial homogeneity, the individualistic chance-taking spirit, the exaltation of the profit motive in business, and the efficiency of business carried on for profit have all hindered the progress of cooperation. Still there is in the United States a substantial cooperative movement, which at present numbers some 2000 cooperative banks, 1500 petroleum-products distributing societies, 1000 agricultural supply societies, 500 societies with retail stores, and about 200 miscellaneous organizations conducting bakeries, restaurants, apartment houses, milk and coal distribution, medical care, life and fire insurance, education and other services.

The following books published in this country describe this movement:

Cooperative Democracy (2nd edition 1927). By J. P. Warbasse. $1.50.

Consumers' Cooperative Societies (1922). By Charles Gide. $1.50.

The Consumers' Cooperative Movement (1921). By B. & S. Webb. $5.

The following pamphlets are useful for brief reading and for practical instruction:

Consumers' Cooperation in the United States, 1930. 10 cents.

How to Start and Run a Rochdale Cooperative Society. 25 cents.

Model By-Laws for a Rochdale Society. 5 cents.

The monthly paper Cooperation. $1 a year.

Also books and pamphlets on special aspects of cooperation.

These may be ordered at the above prices from The Survey or from The Cooperative League, 167 West 12 Street, New York City.

The Cooperative League of the USA LESLIE E. WOODCOCK

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GOSSIP: of People and Things

Monument to a Board Member

THE late George F. Canfield was for thirty-four years associated with the New York State Charities Aid Association, for twenty-two years its president. During those thirty-four years there were 176 meetings of the board of managers, of which Mr. Canfield attended 172. Twice he was in Europe, once in court and once ill.

CIVIL service worked like a charm when the New York State Board of Social Welfare came to appoint a new assistant commissioner, for at the top of the eligible list stood the name of Rose K. McHugh, tried and true social worker of broad administrative experience, and incidentally a Ph.D. of the University of Chicago. Miss McHugh will direct the Division of State Institutions of the Department of Social Welfare.

DR. DONALD GREGG is the new president of the Massachusetts Mental Hygiene Society, succeeding Herbert C. Parsons. Dr. Walter F. Dearborn of the Psycho-Educational Clinic of Harvard is vice-chairman. Newcomer to the staff, as educational secretary, is Bernice M. Henderson, lately an instructor at Teachers College, New York.

KANSAS CITY being where it is and the centers of Jewish social work being where they are, the National Conference of Jewish Social Service has decided not to tie its annual meeting this year into that of the National Conference of Social Work. It will therefore meet in Atlantic City, May 26–30, together with the National Association of Jewish Center Executives, and the National Council on Jewish Education. Three presidential addresses will feature the opening session.

P. J. MCMILLIN has resigned as superintendent of the Cleveland City Hospital to accept a similar post in the Baltimore Municipal Hospital.

FERN LOWRY has left the New York COS to join the faculty of the New York School of Social Work where she will be chiefly engaged in developing a training program for public-welfare agencies.

A POSSIBLE record in administrative promptitude goes to Dr. Shirley W. Wynne, New York City's retiring health commissioner, who released on *December 30* his annual report covering a glowing record of 1933 and earlier years of his official activities. Dr. Wynne has been elected president of the Greater New York-New Jersey Milk Institute, an organization of milk dealers in the metropolitan area, which he will represent in hearings of the State Milk Control Board and "largely educational" activities among producers, dealers and consumers.

HAVING enjoyed a Boston début, following successes in London and Canada, Damaged Lives, the new social-hygiene film sponsored by the American Social Hygiene Association and the Canadian Social Hygiene Council, has run on the rocks in New York State, whose board of censors has ordered it withdrawn and dubbed it "in theme and portrayal indecent, immoral and tending to corrupt morals." The ASHA is appealing the decision with the backing of health, welfare and education authorities. Social workers wishing to join the protest are cordially urged to write the general director, Dr. William F. Snow, 450 Seventh Avenue, New York.

THE American Red Cross has recently added to its executive staff in Washington two old-timers in Red Cross war service, Bruce D. Smith of New York as special assistant to the chairman, and Richard F. Allen, also of New York, as manager of the eastern area.

THIS is to be "Social Work Year" for the Women's City Club of New York which believes that now is "the strategic time to help social workers get their professional standards fused into the city's whole social-welfare program." The club has a new committee on social-work planning and standards with Jane M. Hoey as chairman to advise it on action to "back up social workers' efforts toward needed changes," and has extended, until May 1, the privileges of membership to members of the New York Chapter of the AASW, and as a further gesture of friendship gave a dinner in honor of William Hodson, new commissioner of public welfare.

More Morons

FOR ten years a group of Rochester's men executives in social work, calling themselves The Morons have met at luncheon every other week, and even through the depression have continued to solve readily the problems not only of local social work but of the universe. The only constitution or bylaw is the rule that calls for a unanimous showing of thumbs-up if a new member is to be added. Although no set program is permitted, this moronic fellowship has developed a common meeting-ground for representatives of family and children's agencies, the police department, city library, YMCA and JYMA, Council of Social Agencies, Civic Committee on Unemployment, Board of Education, Boy Scouts, Public Health Association, Provident Loan and Legal Aid Society. John Sanderson, who rallied the Morons for their first meeting, has been made chairman for the coming year. At the last meeting David C. Adie, state commissioner of social welfare, was elected the first non-resident member. Now comes word that Utica has discovered morons in its midst and has formed a Beta chapter.

BEARDSLEY RUML, since 1931 dean of the Division of the Social Sciences at the University of Chicago, but whom most New Yorkers know best for his ten-year association with the big foundations,—the Carnegie, the Laura Spelman Rockefeller Memorial and the Spelman Fund,—has accepted appointment as treasurer and member of the executive committee of R. H. Macy and Company, New York's great department store. Mr. Ruml is resigning from the University of Chicago but is continuing as a member of the Problems and Policy Committee of the Social Science Research Council and as a trustee and member of the executive committee of the Spelman Fund. At Macy's he succeeds Oswald W. Knauth who went there in 1922 from the post of secretary of the National Bureau for Economic Research of which he is now president. Mr. Knauth remains on the board of directors and executive committee of Macy's.

EDUARD C. LINDEMAN of the New York School of Social Work, whom New Jersey claims as a resident and New York as a commuter, is the new president of the New Jersey Conference of Social Work.

THE third lecture series of the League for Industrial Democracy is now in full tilt with the corps of nine speakers swinging around a circle of forty-eight cities as far south as Louisiana and as far west as Kansas. The LID supplies with each season ticket a discussion outline based on the six topics which comprise the course. For detailed information address Mary W. Hillyer, LID, 112 East 19 Street, New York.

Employment Blues

LINES indited by a relief worker all hot and bothered from keeping up with the daily job, transferring clients from work-relief to CWA, distributing salt-pork, eggs, dried apples, blankets and what not and doing anything else that Harry Hopkins & Co. think of.

Pity, my friend, the poor employed
Who, though by early hours annoyed,
Still must rise daily with the lark
To give the unemployed their pork.

Replete with beans and lollypopkins
From dear old Santa Harry Hopkins,
The unemployed may lie at ease
While those with jobs go out and freeze.

At midnight when they're snug in bed,
The poor employed creeps home half dead
And on a couch her corpse is flung,
Unwashed, unpowdered and unstrung.

C. C. DARBY, executive of the Children's Home Society of Ohio, who has been part-timing on the field staff of the State Relief Commission, has resigned to become executive secretary of the Ohio Child Welfare Committee of the American Legion.

THE American Public Health Association will hold its sixty-third annual meeting in Pasadena, Cal., September 3–6. Dr. J. D. Dunshee, health officer of Pasadena, is chairman of local arrangements.

SOCIAL-WORK executives in St. Louis took it on the chin when Edna Warren of the St. Louis Globe-Democrat told them to their faces that in the estimation of newspaper editors they rated next to zero as a news' source, with doctors rated as the lowest form of news-source life.

To those who knew the quick smile and vigorous presence of Dr. Linsly R. Williams, it still is hard to realize his death on January 8 after a long and distressing illness. At first a private practitioner and a teacher in medicine, Dr. Williams' work since 1914 had been, except for the War years, chiefly concerned with public health. From 1914 till 1917 he was deputy health commissioner of New York State; at the conclusion of the War, he took charge of the

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Rockefeller Foundation's work against tuberculosis in France, returning in 1922 as managing director of our National Tuberculosis Association. Since 1924 he has been director of the New York Academy of Medicine. Not only his fellow-physicians, but the host of Dr. Williams' friends and co-workers in public health and social work have lost a valued and broad-minded leader.

ELEANOR NEUSTAEDTER, lately director of psychiatric social service at Cornell Clinic is back at her old desk as district secretary with the New York COS.

BROOKLYN has awarded its annual gold medal for distinguished service to Frederic D. Pratt, citing as one of his achievements the promotion of the Brooklyn Social Planning Committee to adjust social resources to social needs.

THE International Congress for the Blind, scheduled to meet in Amsterdam in September of this year, has been postponed until 1935. Meantime the various commissions developing the program will continue their discussions.

THE New York State Department of Health has called from Minnesota James E. Perkins, M.D., Dr. P.H., as epidemiologist on the staff of the division of communicable diseases.

Presenting Betty Mack

NEWCOMER to The Survey staff is Betty Mack, who has joined up for field work. A daughter of Oberlin College, a registered nurse out of Fairview Park Hospital, Cleveland, with much experience in public health and social work, she calls Chicago home and will make that city her headquarters while convincing the Middle-west that the only way to keep mentally afloat in a mad world is to subscribe to The Survey. She comes to us from the staff of J. B. Lippincott Company. For her The Survey bespeaks from its friends the generous cordiality and all around goodwill that has never yet failed any of its representatives.

P.S. You'll like her, too, in her own right.

No one who sees Jane Chandler, assistant to Howard R. Knight, in action at the National Conference of Social Work, would believe that she would ever have room in her life for an additional job. Just the same she has hopefully taken on the duties of secretary of the Ohio Welfare Conference, succeeding Perry P. Denune of Ohio State University.

SOLOMON LOWENSTEIN of the New York Jewish Federation has been appointed to the State Temporary Emergency Relief Administration to the place left vacant by William Hodson when he resigned to become commissioner of public welfare in New York City.

R. L. DICKINSON, who succeeded Stockton Raymond as secretary of the Community Fund of Columbus, O., has resigned to become regional executive of the YMCA. Charles A. Jones, recently a federal bank receiver, has been named secretary of the Fund.

To effect coordination between the division of employment of the New York State Labor Department and the National Reemployment Service and as a step toward the eventual absorption of the latter service by the former, William H. Lange, director of the NRS in New York, has been made director also of the state service. Fritz Kaufmann, who has held the post, becomes liaison officer for the enlarged service.

CONTINUING until the end of February is the course of lectures, Trends in Social Work, under the auspices of the Women's Division of the New York Jewish Federation, Mrs. Sidney C. Borg chairman. The series has such stars as Antoinette Cannon, Rev. Thomas L. Brennock, Mary K. Simkhovitch, Solomon Lowenstein and E. C. Lindeman.

THE many people hither and thither who know them both will be interested to hear of the recent marriage of Robert S. Wilson, author of Community Planning for Men and Boys, published in 1931 by the Family Welfare Association of America, and Nannie E. Deihl, general secretary of the Family Welfare Association of Madison, Wis.

"Killed in Action"

TRAVIS H. WHITNEY, civil works' administrator of New York City, crumpled at his desk. While the ambulance waited he gave directions that the work of the office might not lag. Two days later he died. When Mr. Whitney accepted the assignment to put 200,000 men and women to work "at once" his doctors warned him. "I think I'll last," he said. In the consuming passion he put into the task was, says Heywood Broun in the New York World Telegram, the moral equivalent of war. "He worked all day and he worked all night. The people around could see him grow dead grey in the late hours. But all he said was, 'We must hurry.' He felt not only the pangs of his own physical torture but the bite of the wind upon the bodies of men who walked the street without shelter. I don't know what the economic philosophy of Travis Whitney may have been. He didn't have time to talk about it. His thought was of 200,000 jobs that must be made and handed out without delay. 'Right away' rang in his ears like a trumpet-call. Maybe somebody came and said to him, 'But don't you realize that you're not solving anything? This is just a temporary expedient. When the revolution comes . . .' And I imagine Travis Whitney said, 'Two hundred thousand jobs and this has got to be now.' He couldn't make the life force last till he had surged across the line. They put him on his shield and carried him away and I hope that on his tomb will be written, 'Killed in Action.'"

RICHARD M. NEUSTADT, former director of the Pennsylvania State Employment Commission, has resigned as executive secretary of the Regional Labor Board to accept appointment as director of the National Retail Code Authority. Major Stanley W. Root, counsel for labor organizations, succeeds him with the board.

DR. EDWARD L. THORNDIKE, psychologist and educator of Teachers College, New York, is the new president of the American Association for the Advancement of Science.

THE new city administration in New York took Justine Wise Tulin out of the State Labor Department, where for four years she has been referee in the Workmen's Compensation Bureau, and made her assistant corporation counsel in charge of the division of workmen's compensation where the city is both employer and ensurer. She is succeeded in the state office by Ruth A. Yerion, Brooklyn attorney and authority on the administration of compensation laws in highly industrialized states. An interesting newcomer in the state department is Paul Sifton, newspaper man and playwright, who comes on as publications' editor. With his wife, Claire Sifton, he wrote the play, 1931, a bitter and poignant comment on the passing scene, a little too strong for Broadway to swallow though the production drew much favorable comment from critics.

THE National Municipal League, 309 East 34 street, New York, is offering a municipal consultant service, directed by Prof. Thomas H. Reed, to help local governments finds ways and means to untangle their financial affairs.

THE oldest YWCA in Chicago, Central Residence, has a new director, Cecilia Jeffrey, lately general secretary at Evansville, Ind.

THE library of the late Forrest Bailey of the American Civil Liberties Union, has been presented by Adelaide Schulkind and Margaret Bailey to Dana College, Newark, N. J., where, with later additions, it will be known as the Forrest Bailey Collection. The collection is not limited to any one field—any books which would have interested Mr. Bailey will be welcome to it. "It would be particularly appropriate," says the committee in charge, "if Mr. Bailey's friends would contribute books which they themselves have written or edited with a fitting inscription on the flyleaf." Books should be addressed to the Forrest Bailey Collection, Newark, N. J., with the name of the sender indicated.

GUIDANCE for Leisure is the timely title of a course of lectures just getting under way under the auspices of the Committee on Vocational Education and Guidance of New York City. The lectures, on successive Tuesday afternoons, are by fifteen outstanding authorities in education, industrial management, recreation, city planning and so on. For information address the chairman, J. Edward Mayman, 43 Oak Street, New York.

Excusit, Says Miss Bailey

WHEN in the course of making a point the author of Miss Bailey's being took a newspaper dispatch for gospel—and she should have known better—and made that excellent lady regret that, "Kansas only last month ruled that no one who drives a car or goes to the movies is eligible for relief" (see What? Clients with Bank Accounts! by GS, The Survey, October 1933, p. 347), she cast an unwarranted reflection on what happens to be her native state. Because, and to New Yorkers this is *news*, The New York Times was wrong. Writes F. H. Marvin, superintendent of relief of the Kansas Emergency Relief Committee: "Kansas has at no time made any such ruling. We have been very careful to avoid blanket rules from the state office, preferring that county administrators should work out their own plans. . . . In most cases we have persuaded them to treat the question of cars and movies on an individual basis."

Miss Bailey, interviewed by GS, says that she is delighted that it isn't so, and that she never really believed it of Kansas anyway.

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